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MANAGEMENT

Vol. 6 No. 4

1987

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Weeds Out
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KIDS
Follow
the Path?

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OUT OF SIGHT?

By 1995, what unexpected management change will transform the way federal executives work?

Federal administrative discretion will have shrunk considerably by 1995 because of high technology and information processing innovations. Decision-making will be much more centralized. Congress will be tracking suborganizational processes. And the electronic media will respond to a growing public appetite for Cable News Network-style coverage of select administrative areas. Also, I expect the courts to be very active in securing public access to nearly all federal data and management processes. This will require telecasting of a wide variety of agency meetings and events.



Timothy Norbert Hunter, 40
Special Assistant to the President's Council on Management Improvement

With the pool of workers provided by the 'baby boom' drying up, and with more and more minorities and women entering the workforce, agencies are going to have to adapt and provide improved training. Efforts to control government growth and reduce spending are likely to present new problems and require innovative thinking to stretch each tax dollar further.



J. J. Jake Pickle, 74
U.S. House of Representatives (D-TX)

In 1995, a new kind of federal manager will be needed: one capable of predicting how employees will respond to technological advances. This individual will move beyond the do-more-for-less scenario of the '80s. He or she will seek harmony between human resources and office innovations, and integrate traditional management methods with fast-paced advances. Those hesitant to learn and use both new management skills and tomorrow's technology will be unprepared to provide the strong leadership required.



Mark J. Barnes, 30
Associate Director for Administration
U.S. Office of Personnel Management

Prepared by Tierney R. Bates

America's workforce will change dramatically. Federal recruitment, training, affirmative action and other personnel programs will have to be altered and the labor force will expand more slowly as fewer young workers come on board. According to Department of Labor's *Workforce 2000* report, more than 80 percent of new employees will be minority group members, women and immigrants—groups which historically have lacked full educational, job and advancement opportunities. We must gear up for these changes.



William E. Brock, 57
Former Secretary of Labor

Today's 15-year-old will be 23 and entering the job market in 1995. This group of young people will be much smaller than the baby boom generation and more polarized—some being highly trained and highly technical, and the rest poorly trained. To attract technically skilled persons to federal jobs, executives must find ways of making salaries more competitive. To fill other positions, more effective upward mobility training programs must be developed.



Christine Mann Darden, 44
Aerospace Engineer
NASA Langley Research Center

By 1995, Americans will be living with a full reality of the budget deficits of the 1980s. Government spending will be more controlled, there will be less money to conduct the business of government. This means managers will have to do their jobs with fewer resources. All branches of the federal government will have to become leaner. Executives will be forced to develop more productive, more competitive management techniques. On the bright side, I expect new developments in information processing and communications technology will help managers adjust to the new economic reality. It won't be easy, but I sincerely believe the workforce is up to the challenge.



Max Baucus, 46
United States Senate (D-MT)

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1995's Revolving Door



Slammed Shut for Public Servants

By David A. Turner, Editor

"What goes around comes around" may be an old-fashioned axiom, but it's a dandy precept to keep in mind for unlocking Washington's revolving-door work rules.

Honest federal managers should enjoy unimpeded access to business jobs because the wide-open revolving door is an honorable, two-way path for merging America's citizenry with talented individuals from the public service community. Furthermore, it insures 1995's agencies will enjoy an influx of bright, experienced job entrants.

Sticking with the fussy, intimidating rules wedging shut today's revolving door, guarantees fewer newcomers will cross our portal. Worse, language in related sections of the *U.S. Code* is frighteningly vague. It projects a false impression that reasonable, sometimes vital measures taken by our managers may be unethical.

Simplifying the list of prohibited employee actions is a first step. Our personnel system will not be denigrated if managers feel free to maneuver their careers through government, privatized and contractor positions, to share lunch with corporate execs or to possess commercial holdings in the fields of endeavor with which they are professionally acquainted.

Of course, such changes would increase personal opportunities for entrepreneurial-minded employees. But they simultaneously would improve the quality of America's civil service and establish a cooperative environment between two segments of our national economy.

Washington's 12-year experiment in overregulating public/private managerial relations was a piecemeal attempt to mandate good government. It flunked the test even though A + intentions motivated the gentleman who proposed much of the scheme.

John Gardner believed our managers were feathering their nests by favoring companies they hoped to join after retiring from government. His solution aped the heavy regulatory approach toward economic and government activity popular when he worked for LBJ. Onto this framework he added elaborate

disclosure and financial divestment language for federal personnel.

I recall that during a give-and-take with a public affairs class in 1972, he floated this particular trial balloon. Rather than simply prosecuting the handful of offenders who abused their program authority, he explained he wanted to constrict employee movement between sectors. His cart-before-horse plan gained clout when he established Common Cause.

The students argued that few of the nation's best and brightest would walk into his job trap for the executive and legislative branches. Nevertheless, along with proposed campaign spending bans and other prohibitions reminiscent of prairie populism, Common Cause hurled its version of revolving door restrictions at Washington.

Watergate hit. Populist experimentation enjoyed its indian summer. New rules pelted executive branch employees. The storm barely sprinkled on committee staffers and their revolving door traditions on Capitol Hill. White House didn't demand reciprocal regs for congressional staffs—two misguided experiments wouldn't have produced a right federal policy.

First to be shoved through the revolving door procedures were energy officials gearing up to handle OPEC's 1973 crude oil cutoff. A more devastating test case couldn't have been devised.

During all previous oil crises industry excesses were rushed into mid-level Washington jobs (i.e., Suez, WWII, and the pre-Connally Act oil glut emergency).

The flow had been reciprocal. Many federal agents from Interior, Defense and Federal Power Commission spent years working in the oil patch. These exchanges led to an American energy policy mechanism envied in the post-war era. Only foreign labor governments failed to notice. They busily were nationalizing fuel companies according to Europe's pre-war fashion.

How did the energy dynamic sour Gardner's experiment? Stalwart proponents of nationalizing U.S. energy firms realized

NITTY GRITTY



Photo by Mary Anne Fuchsbauer-Miller, White House



President Reagan welcomes Commission creator Peter Grace to Oval Office.

Reform arsenal. J. Peter Grace and columnist Jack Anderson have signaled a second assault on wasteful spending and inefficient administrative practices in government. President Reagan pledged his support to the pair who will head the Taxpayer's Commission, a private sector coalition following markers left by the trailblazing Grace Commission.



Muddah wears combat Keds. No more jogging shoes for Pentagon Marine jocks. It's back to basic WARdrobe, says new Commandant Gen. Alfred Gray, Jr. First footprint in his campaign: Stomp out "careerism," which nurtures officers "who care more about themselves than the people they're privileged to lead." Gray suggests rotating many admin-support Pentagonees through Quantico Marine Base to re-hone their combat skills.

Physical fission. Also shaping up are guards at government nuclear facilities. Reports of flabby security folks at Uncle Sam's plants convinced Federal District Judge Lloyd George and the U.S. Court of Appeals in San Francisco to OK planned fitness tests—including an 8½-minute mile—to assure guards are toned for terrorist attacks.



Max headway for j-j-job-hunters. Government's largest employer has simplified job shopping. Three cutting-edge computers in Pentagon's main concourse take Defense Department applicants through five steps in five minutes. Computers match users' talents with DOD vacancies and print walk-away copies of results.

Transition '88 talk. Members and guests of National Association of Government Communicators convened in DC, November 18-20, to rub elbows with top Reagan communicators and capital journalists. White Housers included Tom Griscom and photographer Bill Fitz-Patrick. Media headlines: Helen Thomas and *Washington Times*' Tom Diaz. Public affairs chiefs throughout government cleared their schedules for the three-day event focusing on the next presidency.



Tom Griscom

INSTRUCTIONS	
This rating scale for the qualifications of applicants for Administrative Law Judge Positions, with an agency or department of the U.S. Government, consists of ten (10) groups or sets of statements, each set containing four (4) statements. The statements are descriptive of attorneys and judges and their professional work activities.	
From each of the following ten (10) sets of four (4) statements, please <i>select</i> two (2) statements that best describe or apply to the individual applicant identified on the cover page of this form. <i>Indicate</i> simply choosing those statements which may appear to you to be less important relative to the other statements. Indicate the statements chosen from each set by writing an X in two (2) of the boxes which are ticked on the right side of each set. Look at the example below:	
1. Impartial towards persons of different race, religion, sex or national origin.....	A <input type="checkbox"/>
2. Properly weighs evidence as to its importance in the case.....	B <input type="checkbox"/>
3. Promptly prepares needed briefs, memoranda of law or decisions.....	C <input type="checkbox"/>
4. Quotely sources relevant materials from voluminous records.....	D <input type="checkbox"/>
In the above example, all four (4) statements may be true about the applicant, but statements (3) and (4) describe the applicant most accurately.	
Each of the ten (10) sets of statements must have two (2) statements marked (no more, no less) for your response to be used in rating the applicant. If you do not know the applicant sufficiently well to choose two (2) statements in each of the ten (10) sets of statements, please check the box <input type="checkbox"/> and return the uncompleted form.	
THANK YOU FOR YOUR TIME AND ATTENTION	

Buddy judging. Curbing too-kind raters has meant more realistic character profiles of Administrative Law Judge candidates screened since 1984. OPM's "forced-choice" evaluation forms eliminate the built-in bias of asking friends and colleagues to rank a candidate's work habits from "less than adequate" to "outstanding," says OPM's Assistant Director for ALJs Craig Pettibone. "Insiders gave everybody excellent ratings, knowing applicant panels would consider only outstanding candidates when deciding who stays in the running." Now, buddies serving as personal references must read characteristics in sets of four and check the two which best describe their candidate.

Leave transfusions. Donations from generous co-workers at Internal Revenue Service in Cincinnati, OH, allowed examiner William Ault, 28, to keep creditors at bay. Off work because of leukemia, Ault borrowed over 6,300 hours of paid sick and vacation leave during the first few months of Office of Personnel Management's leave-sharing pilot. Army's Karen Sefton (Alexandria, VA) and Energy's Freda South (Miamisburg, OH) also benefited from the first government program to help workers hard-hit by lengthy illnesses and stricken relatives.



Privatization partnerships merged business know-how and government bucks to improve public services. Many learned the ropes at Privatization Council's convention, November 17-18, in Los Angeles, CA.

Type A baboons. Stressed baboons frequently ape managers' behavior during reorganizations, says Anthony Coelho, who chairs the Southwest Foundation for Biomedical Research in San Antonio, TX. After separating 60 baboons into five "offices," Coelho allowed dominance hierarchies to develop over two years before shuffling dominant and subservient "personnel" in three of the groups. Baboon bosses experienced hostility and suspicion and like many Type A humans, showed higher risk for heart attacks.

Courtesy New York Zoological Society

Slide rule loans. Education Department is piloting a payback system for loan-laden grads from 10 colleges. Allowing graduates to reimburse Uncle Sam through graduated installments geared to their salaries is "the wave of the future," says Secretary William Bennett. ED's policy point man Ron Kimberling says they anticipate the five-year pilot may mean more youngsters can afford to work in public service.



Young Politicos' Pulse



By Mary Ann Maloney

Why, during the last 12 months of the Reagan Administration, are political bosses having few, if any, problems keeping their schedule C staffs in place—especially the under-30 appointees?

In recent decades, most administrations' younger political appointees are long gone by this point—two months before the New Hampshire primary. Recent White House reviews indicate the average length of service for presidential appointees in the Reagan Administration may be stretching to 37 months—over twice that of previous administrations.

Still here two months before New Hampshire

Management interviewed a group of these appointees and discovered their number-one reason for staying is that their strong commitment to political activity has been transformed into a public service mission. They plan to implement the reform agenda for which they campaigned in 1984.

There is a remarkably firm belief on their parts they are earning their share of positions in the next administration. In a town dominated by the political wildcard, this level of confidence is unusual.

Continued from Pg 2

Gardner's ideologically neutral regs might further their cause. His piecemeal plan's weak logic and uneven application got worse.

Nationalization activists detested Washington's cooperative policy environment. Federal energy officials simply weren't antagonistic toward private capital. But revolving door regs could be made to appear more frightening than they actually were. They might be used to sever access former federal executives had with their long-time associates in agencies: a handy way to dampen constructive relations between public and private managers. Those rules were re-written to be vague.

At Bill Simon's Federal Energy Office and finally at Energy Department under Charles Duncan, simple questionnaires about personal financial holdings evolved into mandatory disclosures. Statements for spouses and children followed. Ever widening nets were cast around the agency to keep employees in, corporate types out.

Breathtakingly, Gardner's plan was applied to non-energy and non-defense departments. Very few abuses were uncovered. Currently, only a handful of employees face criminal charges. But this experiment was never evaluated under reasonable performance criteria. An honest workforce was no longer its objective. It was politics.

And a strong admiration for Ronald Reagan was echoed throughout our interviews.

Many of the young politicians say they enjoy campaign work, but can't imagine bailing out before Ronald Reagan's term ends.

Others second this sentiment. "I regard every moment of President Reagan's dynamic Administration as something precious and not to be squandered," says Jerry Koenig, deputy associate director of presidential personnel. "I don't feel the same sense of adventure or passion toward the 1988 campaign I felt in '80. The adventure for me today is found in enacting the goals we've laid on the table."

What will these young credentialed politicians do after the election?

"If I'm not working directly for the Reagan revolution four years from now, I certainly will be at a later date," says West Point graduate Koenig. "I think the seeds we plant will germinate at all stages down the line and into the future."

Charles Ingersoll, State Department's White House liaison, offers his prophecy of the future.

"This Administration's legacy is an entire generation of conservatives. The revolution won't end any time soon." ■

A rhetorical facelift had changed the old slogan from "workers versus exploiters" into "consumers versus producers." Fanning the fight, not constructing workable national policies, became our new role.

At government's second and third tiers, technicians chafed at the vague new rules. In critical job series engineers and key players realized they were getting stale, yet they dared not risk short rotations through private jobs. Industry's tradition of sharing professionals and recruiting among federal managers was vilified, portrayed as an influence grab by big business. The heavy rule book often was held forth—seldom explained.

One result: Energy talent jumped ship when the new Department was bombarded with boogeyman tactics. President Carter's inexperienced crew accidentally triggered 1978's Gasoline Crisis—and admitted it.

Meanwhile, Hill staffers still shifted between Congress, energy lobbies, law firms and oil companies. They learned to avoid the one-way ticket to executive branch departments. In our pristine but sterile environment expert civil servants withered. The phenomenon is spreading beyond DOE.

These misguided regs can be simplified and our federal system can recoup. But the controls our next administration adopts for handling managers' career-growth plans should be comprehensive, simple and less toxic than Gardner's. ■



UN The Bureau 1995's Challenge

By Laurie Rothenberg

The year 1995 will bring dramatic changes to the civil service:

- Smaller federal workforce;
- More experienced and better-educated federal workers;
- More female professionals and administrators;
- More flexible staffing and compensation systems;

The federal workforce is likely to shrink over time due to increasing privatization, expanded federalism and technological advances. And contrary to the belief of some, focus on the first two factors will not evaporate with the next presidential administration.

Privatization

The benefits of privatization—as demonstrated by many foreign governments and by our state and local governments—combined with pressures to reduce federal spending will force agencies to take action in this area.

Privatization of Amtrak, power marketing administra-

Government will have to focus recruitment efforts on older, experienced workers and the recently retired.

tions, and loan portfolios is now less a matter of debate than a matter of time. Similarly, widespread contracting of commercial activities—such as laundry services, food services, and automobile repair—will take place in the near future.

Opposition to these two trends by federal employees—previously a major stumbling block—will dissipate for several reasons. Unlike its predecessor, the new, highly portable Federal Employee Retirement System (FERS) will not impose “golden handcuffs” on managers or provide so great a disincentive to those otherwise interested in career mobility. Further, a variety of employee-ownership plans will make privatization financially attractive. One of the first, the Federal Employee Direct Corporate Ownership Opportunity Plan (FED CO-OP), was introduced by OPM Director Constance Horner last year and should be piloted within the next year.

In short, privatization will be seen as a solution rather than as a threat.

Federalism

States and localities are becoming more active and aggressive in encouraging economic growth, improving school systems and refocusing welfare programs. Such activities should allow decreased federal expenditures in these areas and greater use of block grants to transfer federal funds to states. Federal micro-management of such programs will be diminished.

Increasingly, states—not federal government—will be on the cutting edge of public policy change. As the close relationship between a strong economic climate, a highly educated labor force and a diminishing dependent population becomes clearer, states will act to ensure a productive working environment for their citizens.

Technology by 1995

Recent technological advances already have had impact on the federal workforce, allowing: improved services to the public; enhanced administrative systems, and increased individual output.

From energy production to claims adjudication, changing technology will cut unit costs. Because private firms adapt faster to new methods, rapid advances in technology will reinforce other pressures for privatization. Though no reflection on individual federal employees, political, bureaucratic and short-term cost constraints make similar change difficult in the public sector.

In the area of internal administrative systems, technological advances are spawning comprehensive, integrated data systems which combine payroll, personnel, accounting, budget, work reporting, procurement and other operations. Such systems reduce costs and staffing needs by eliminating duplication and lowering error rates. These services also are likely to be less expensive in the private sector.

Finally, many more professional and administrative workers will use personal computers. While many of these workers now have desk-top PCs, all will be using them in the near future. Personal computers will allow faster production and decrease staffing needs, primarily in clerical occupations.

Rothenberg is a special assistant to the Director of Policy Development, OPM.

ocratic Future

oil Service

Composition of the federal workforce
The occupational and demographic composition of the workforce will change substantially by 1995.

Occupational changes will result primarily from contracting out of government activities and from technological advances. The last decade's shift toward fewer blue collar and clerical workers likely will continue.

	1976(%)	1986(%)	1995(%)
Professional	16%	18%	20%
Administrative	19%	24%	28%
Technical	17%	17%	18%
Clerical	22%	19%	17%
Other White Collar	2%	2%	2%
Blue Collar	24%	20%	15%
TOTAL	100%	100%	100%

Between 1976 and 1986, the number of blue collar and clerical workers decreased from 46 to 39 percent of all federal employees, while the ranks of professional and administrative workers increased from 35 to 42 percent. By 1995, we can expect blue collar and clerical workers to comprise 32 percent of federal workers, while professional and administrative workers comprise 48 percent.

Demographic workforce changes will be driven by the kinds of skills required to run government operations and types of workers available in the U.S. labor market:

- **Educational levels.** With an increased need for professional and administrative workers over blue collar and clerical employees, government will need a more educated staff. Almost 90 percent of professionals and nearly half of administrative workers have college degrees. Only 6 percent of clerical workers and 2 percent of blue collar employees have degrees.

- **Gender composition.** Today, women comprise 40 percent of the federal workforce, up from 34 percent in 1976. Among under-35 federal workers, however, women outnumber men 51.5 to 48.5 percent. This, coupled with retirements (75 percent are men) will lead to a higher proportion of females by 1995—45 percent.

Even more important are types of jobs women are likely to hold relative to their male peers. Between 1976 and 1986, job concentration decreased considerably. In 1976, only 19 percent of professional employees were women. By 1986 the figure was 27 percent. Similarly, while 19 percent of administrative workers were women in 1976, 35 percent were female by 1986. Of workers under age 35 in 1986, 36 percent of professional employees and 49 percent of administrative workers were women.

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As younger female professional and administrative workers age and others follow their career footsteps, we can expect substantial change in the overall figures.

By 1995, women likely will hold 38 percent of all professional positions and over half of administrative slots in government. (The main roadblock to increasing further women's numbers in the professions is their still-present reluctance to earn engineering degrees—a field which accounts for nearly one-third of government's professional positions.)

Women also will increase their presence in white collar supervisory positions. Accounting for 19 percent of supervisors in 1976, women accounted for 26 percent by 1986. By 1995, we can expect over one-third of supervisors to be female.

Personnel policy must change dramatically to attract, motivate and retain capable employees.

- **Age level.** The average age of federal workers, 43 years, will increase several years by 1995, due to the shrinking pool of young, inexperienced workers in the labor market. Increasingly, federal government will have to focus recruitment efforts on older, experienced workers and recent retirees.

Flexible staffing and compensation systems

Personnel policy must change dramatically in the near future if the government is to attract, motivate and retain capable federal workers. Government's occupational needs, as well as the demographic scenario of potential workers, will prompt this change. Two additional factors are: the need to compete with private employers (many

of whom are well ahead of government in terms of more flexible personnel policies) and the need to accommodate employees wanting to move between public and private sectors and expecting multiple job/career changes throughout their working lives.

- **Pay.** A more rapidly changing economy will cause pay rates to fluctuate across occupations to a greater degree than in the past. Thus, if government pushes to maintain a highly structured pay system it will encounter severe personnel shortages, as well as surpluses, in various occupations.

Also, workers entering government will be older on average, more likely to have significant job experience and specific wage demands. They will not be starting jobs



1995 LESS BUR

Tomorrow's federal landscape will be less cluttered by personnel regulations and seniority rules, says John Elkins, president of a group established by futurist John Naisbitt.

The Naisbitt Group is a Washington, DC, research firm which forecasts social, political and economic trends for corporate and government clients. Its founder is author of *Megatrends* and *Re-Inventing the Corporation*. Elkin's description of the government of 1995:

- Small autonomous work groups will replace the factory environment. Entrepreneurialism will enable government personnelists to compete with private companies for a dwindling number of job seekers.

- Senior citizens will turn in their retirement badges to stay on in the workforce—either in government or, after leaving Uncle Sam, on a contract basis.

- Employees will have six to eight careers rather than spending their lives in one field. A federal agency—or perhaps government as a whole—will provide its own clearinghouse/employment center to match organizational needs with job-hunters.

- The hierarchical system of career development will give way to a mentor system, such as the one pioneered by W.L. Gore & Associates (Newark, DE) which assigns three sponsors to each

Today's highly structured pay system will cause severe personnel shortages—and surpluses.

as unknown quantities, paid according to educational background. Therefore, entry pay flexibility will be essential.

Further, pay-for-performance will become more important. With greater mobility, lack of recognition for top performance will likely prompt employees to leave for private sector jobs. Also, experienced private sector workers entering new fields in the federal government are likely to learn new skills faster than would young, inexperienced workers. Thus, while these employees may be willing to start federal careers at low salary levels, they will expect fast raises based on their abilities—for example, jumping from grade 5 to grade 11 in 18 months.

The current promotion system is based on the premise it takes four to five years to progress from trainee to journeyman. If older workers can reach journeyman level in two years, they will expect accelerated pay increases or promotions. The system will have to respond or risk losing these valuable employees.

Our performance appraisal systems will become more like performance contracts.

- **Benefits.** The new, portable retirement system provides mobility between public and private sectors and was designed with an eye toward future civil service. With



other benefits, however, changes can be expected. Like the private sector, government may move toward cafeteria-style benefits, primarily to meet the needs of dual-earner couples. For example, a couple may not need two health insurance plans, but the flexibility to balance family responsibilities with work requirements might be essential.

To address the latter issue, a more flexible leave system probably will be available in the future. Sick leave could be traded for annual leave at a rate of perhaps two hours for one. While sick leave may be more important for elderly or ill workers, young parents or adults caring for elderly relatives may prefer annual leave. The same dollar value of benefits would be offered to all workers, but they would have some flexibility in selecting how these dollars are allocated.

- **Scheduling.** Demand for more part-time, seasonal and flexible-hour work schedules will increase for several reasons. First, economy-wide demographics indicate dual-

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EAUCRATIC Says Naisbitt Guru

new employee. A "starting sponsor" is an experienced employee who teaches a newcomer his or her job. After a three-month learning period, this sponsor decides if the employee's salary and contributions to the company are correctly matched. If not, pay is reduced.

Replace play-by-the-rules management skills.

Next, an "advocate sponsor," acting as a business agent, reviews

a person's contributions to the organization and spreads the good news. Finally, a "compensation sponsor" tracks employees doing similar work and compares each protege's accomplishments and salary.

- Communications skills, such as team-building and encouraging innovation and creativity, will replace high-tech and play-by-the-rules as management skills.

- Big government will become leaner as many government functions are contracted out to private sector companies. State and local governments will assume control of funding for many federal operations.

- The welfare state and its doctrine of self-perpetuating obsolete programs will give way to an accountability doctrine. Operating within budget and cost/benefit ratios will be cardinal tenets for federal government 1995-style. ■

Prepared by Stephen L. Atlas

LOTS MORE MANAG

By Elee Roeder

Surprising yet authoritative statistics on numbers of new managerial and supervisory jobs—both public and private sector—are projected in Labor Department's *Workforce 2000* report.

The study indicates first-line supervisory openings will rise 21.4 percent between now and the end of the century. This is good news for baby boom-aged and younger employees preparing to enter upper level positions.

Numbers for executive, administrative and managerial jobs are ex-

pected to climb nearly 30 percent during the same period. Labor's report largely debunks no-growth scenarios presented by some think tanks and in "Greying at the Temples: Demographics of a Public Service Occupation" by Wolf, Neves, Greenough and Benton (*Public Administration Review*).

Explanations for increases include possible technology developments, for example, in health services industries. The data lend statistical ammunition to arguments presented in Ben Wattenberg's recent *The Good News Is The Bad News Is Wrong*.

Washington observers note that spin-off corporations created in the wake of federal privatization also will generate vast numbers of management jobs for government employees currently working in professional positions. Each new firm would establish executive jobs and managerial structures.

Labor's study was prepared by the Hudson Institute and has stirred considerable comment among ranking Administration officials. Hudson's reputation for accurate long-term economic projections was established by its late founder Herman Kahn. Kahn's

Continued from Pg. 9

earner couples and women will comprise an increasing proportion of federal workers. Second, rapidly changing technology, along with the consequent economic growth, will raise the standard of living for families and encourage more leisure time. Third, employees in high demand and short supply will have greater ability to set the terms of their working agreements. Finally, older workers—before or after their first retirement—also are likely to want flexible schedules.

Pay according to experience—rather than educational background.

We also are likely to see greater demand for flexiplace. While few workers are likely to desire or be able to obtain full-time telecommuting jobs, many will work part of the week at home or at decentralized work stations.

To avoid problems of accountability and monitoring of work hours, federal performance appraisal systems will change radically, becoming more like performance contracts. Such contracts increasingly will be used to improve productivity and responsiveness for all employees, including those working full time in the office.

In sum, maintaining today's rigid personnel system will spell disaster in terms of efforts to attract, motivate and retain talented employees.

Consequently, the federal workplace of 1995 will have to be very different. The guiding principle behind every personnel policy will be flexibility: flexibility to provide services through contract or in-house workers at lowest costs to taxpayers, flexibility to hire in response to changing occupational demands and demographic realities, and flexibility to help employees balance work demands with family responsibilities. ■

USDA Assistant Secretary for Administration John Franke (right) congratulates SCS Associate Chief Joseph Hass for his agency's simplified timekeeping system.



ERS JOBS BY 2000

last set of forecasts in 1983, went against conventional Washington thinking and correctly spelled out the record increases in new jobs to be created by 1987. He strongly indicated this trend, begun by the Reagan Administration, will continue into the late '90s.

Hudson assigned two former Carter officials to coordinate the new report. The result is a combination of Kahn-like statistics accompanied by pages of discussion sometimes unrelated to projection data. Some editorial sections emphasized job scenarios which tracked policy assumptions held

by planners in the late 1970s. Those premises seemed to be shadowed by mechanisms such as federal wage/price controls or a renewed social legislative agenda.

But much new material also fills

white males, traditionally the mainstay of the workforce, will comprise only 15 percent of the new entries. The report offers no explanation for this development—which might be tagged the “Mr.

The report offers no explanation for this “Mr. Mom Syndrome.”

the report's pages. One eye-popping statistic is a chart showing most new hires over the next 13 years will be non-white, female or immigrant employees. Hudson expects

Mom Syndrome.” Today, white males comprise 47 percent of the overall workforce. ■



Management is pleased to spotlight employee suggestions which have saved money at federal agencies. Some of these ideas have appeared in *Incentive Awards Notes* published by Office of Personnel Management's Incentive Awards Branch.

Timekeeping Savings

At surface, it bears the earmarks of a paper chase pun on television's popular *Yes Minister* comedy. But the new simplified timekeeping system at Agriculture Department's Soil Conservation Service (SCS) produces more than “paper savings.” It led to a 13 percent increase in national productivity for the Service.

The new method eliminates tedious hour-by-hour documentation of activities. Instead, billing codes are predetermined at the start of a fiscal year and each employee's time is allocated—in advance—to the single activity in which he or she is expected to work hardest.

Previously, SCS technical staff throughout the United States had to document in excruciating detail how they spent their time. Some employees wasted several hours

every week verifying activity and financial codes for each hour worked—time better spent providing technical assistance to clientele. In October 1986, based on a SCS national task force recommendation, the new system piloted in 11 states.

Executive Billy Milliken, SCS deputy state conservationist in Illinois, reports a 90 percent reduction in hours required to complete timekeeping forms. Officials in Oklahoma swear to a savings of 200 staff hours per pay

Eliminates tedious hour-by-hour documentation of activities.

period, and Ohio estimates a 29 percent increase in productivity over previous years. In Missouri, each employee saves three hours per pay period. ■

Prepared by Soil Conservation Service's Wilda Grant, Galen Bridge, John Petersen and Ward David.

DOES GOVERNMENT

The Under-30 Crowd

By Denny Brisley

Management randomly (and unscientifically) surveyed a group of today's youngsters, all under 30, for their opinions about today's federal workforce. In addition, we asked these employees to look ahead to the managerial landscape of 1995 when they will be in their late-30s and in full force as federal or private sector supervisors.

Just who are these young federal workers? They grew up on a daily television diet of *Star Trek*, will they take Captain Kirk's advice and boldly go (into the future management structure) where no man or woman has gone before? Most of our under-30s are old enough to remember the *Ed Sullivan Show* and bell bottom jeans, but they are post-baby boomers and quite distinct from workers 10 years their senior.

These post-boomers joined the federal workforce during a time of unprecedented economic growth and popular support for the entrepreneurial spirit. They have spent their entire careers under President Reagan. Their collective memory of events and future outlook have shaped their attitudes and professional modus operandi.

Because of their tender ages and relatively short stints in government, only 25 percent currently are line managers or supervisors but a whopping 78 percent envision themselves on track for promotion to such ranks. In fact, over 58 percent anticipate very successful government careers culminating with membership in the elite Senior Executive Service.



83% Say there is too much red tape regulating supervisors' performances.



70% Want federal government to shrink.
65% Believe it only will grow larger by 1995.

These future managers have a rather paradoxical outlook on government service: they know what kind of service Uncle Sam needs, but don't always think the system can conform to their ideals.

Nearly 60 percent feel federal managers don't have adequate authority to do their jobs. Seventy-four percent feel managers will have much greater supervisory authority by 1995. An overwhelming majority (83 per-

Boldly go where no man or woman has gone before.

cent) say there is too much red tape regulating supervisors' performances. But the group split 50-50 on whether the paperwork mess would increase or decrease by 1995.

In their high school years, our under-30s were delighted by Clint Eastwood's cool, tough and efficient portrayal of "good guy" in the spaghetti western *The Good, the Bad, and the Ugly*. Years later, actor and audience have both joined the public sector—Eastwood is mayor of Carmel, CA, and the kiddies in the audience are feds. Just how do they think the general public feels about their roles as government servants? Ninety-six percent describe the public perception of government service as "Bad or Ugly," and only four percent believe it is "Good."

V E Y

NT EAT ITS YOUNG?

wd Looks to 1995

Despite these ambiguous images, our under 30s are providing excellent services to taxpayers and are optimistic about their personal career tracks.

Only one person surveyed felt the government system to be an ideal model for the private sector. Another called the system, "unbelievably horrid." Showing both wishful thinking and cold realism in their future projections, 70 percent want federal government to shrink but 65 percent believe it only will grow larger by 1995.

What then, is so great about working for government? Our under-30 workers are enjoying their current jobs but

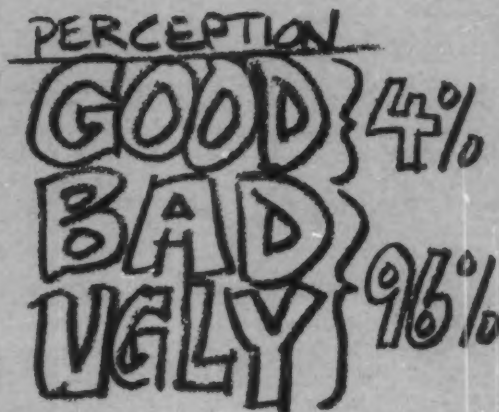
Sixty percent feel federal managers don't have adequate authority to do their jobs.

100 percent see this time (especially their future SES experiences) as training grounds and plan to rotate through the private sector as well.

Merely graduating from college and landing a steady job isn't enough for these folks—fine tuning professional and personal skills is a high priority. An impressive 57 percent of our survey group already have attained higher degrees in public administration, business, law or other fields. All of those surveyed completed college and one half of those without advanced study intend to earn higher degrees.

Academic credentials alone are not the hallmark of our roaring twenties types—63 percent are members of career-focused networking groups.

Beliefs about government and politics mimic general trends in American political demographics which have emerged since 1980. A 53 percent majority describe themselves as somewhat to very conservative, with 21 percent feeling they are conservative on some issues but liberal on others. Twenty-six percent label themselves as somewhat to very liberal. Their conservative political beliefs will most likely shape their opinions about a range



96% Describe the public perception of government service as "bad or ugly".

4% Believe it is "good".

of federal issues. For example, when asked about pay comparability an overwhelming 74 percent said "no" when asked, "Do you favor restructuring different job series into identical pay series."

Our survey group grew up during a time of major change in the traditional roles of men and women. One of the most obvious changes they are dealing with now is the fact that substantially more women are entering the workforce. Fifty-five percent say people 40 and over fret most about gender in terms of hiring and promotion,

Most don't expect career goals to interfere with plans for marriage and children.

while 31 percent point to those between 30 and 40 as the gender-touchy generation. Only 14 percent see themselves as attentive to gender in terms of reporting to a supervisor of the opposite sex, for example. To date, 60 percent have had male mentors helping shape their careers.

By 1995, 42 percent think government's management structure will be gender-blind, and an equal number believe the environment will mirror today's climate. Six percent believe gender will be more of an issue by 1995. Although current demographic studies such as the Department of Labor's *Workforce 2000* report suggest women will make up the majority of the future federal workforce, 74 percent of our under-30s think most supervisors will be male.



42% Think government's management will be gender blind by 1995.



58% Anticipate very successful government careers with membership in the elite Senior Executive Service.

None of our respondents are married, but 28 percent have "constant companions" and 50 percent of these friends are federal workers as well. Most under-30s don't expect their career goals to interfere with their plans for marriage and children, but a substantial 43 percent do foresee a conflict. Perhaps that explains why only 65 percent plan to have families.

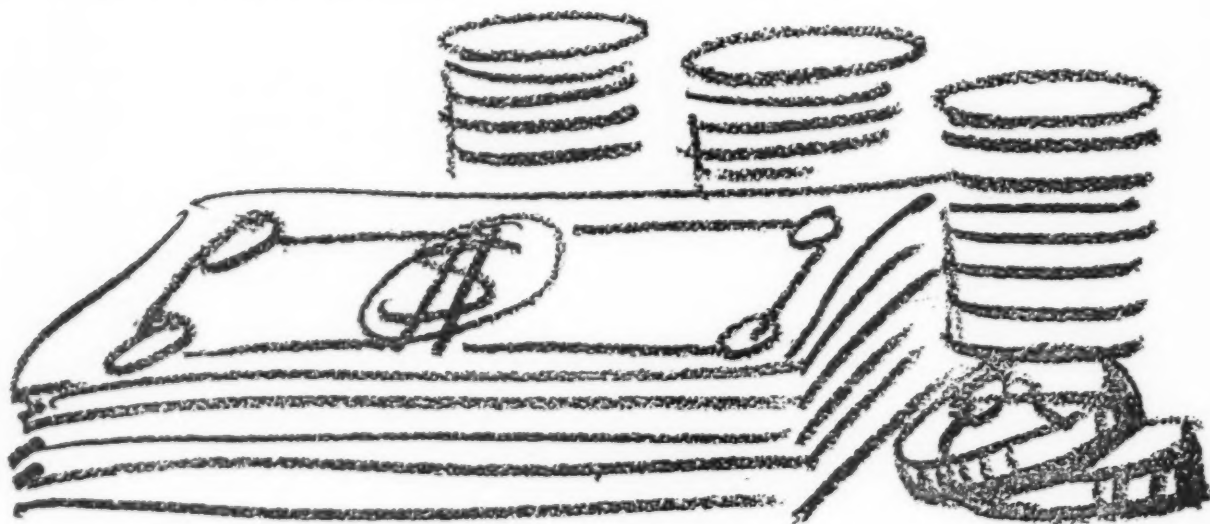
Does this generation take a more serious attitude toward their personal lives than the youngsters of the previous decade? Many of those surveyed wrote in goals

They have spent their entire careers under President Reagan.

such as financial success, political ambitions, social betterment, volunteerism, travel and advanced education as top priorities.

In conclusion, the under-30 generation now working in federal government is highly skilled, ambitious, realistic and practical—they know what they want and how to get it. Federal government seems to be providing excellent training for some of the nation's best and brightest talent. And the quality of government services for taxpayers is better for it. ■

74% said "No" to pay comparability.



WORLDLY WAYS

Phantom bureaucrats. Mysterious as sphinxes, Egyptian officials show up for their enigmatic jobs each day, but many disappear by mid-morning. Driving taxis or holding down other positions during business hours helps explain why the country's three million civil servants average 27 minutes of work daily, according to a government report. To fight such phantom phenomena in Brazil, several governors have canceled permanent employment for all workers hired since June 1986. While many Brazilian civil servants follow Egypt's example—passing their workdays outside government's hollow hallways—some do stay put and collect double paychecks, claiming they're carrying double duty for missing cohorts.



Illustration by
Alex Saviuk and
Fred Fredricks

"Phantoms" destroy
public service in Egypt and Brazil

I'M IN CHARGE OF
MAKING AGONIZING
REASSESSMENTS!



Conable's cascade. For the first time in 15 years, World Bank has listened more to "donor" countries than to lobbyists from recipient nations when deciding which Bank bureau staffs to trim back. U.S., Japan and Western Europe have applauded Bank President Barber Conable's "cascade system" in which he named four senior vice presidents, who in turn proposed severely reorganized staff rosters. "Restructuring has been painful and controversial," says Conable, who insists the shake-up will stir a more responsive international "teller."

High-tech hayfever. Even within Japan's Ministry of International Trade and Industry (MITI) where officials create blueprints for tomorrow's offices, "keyboard allergy" is rampant, reports *Wall Street Journal*. Nippon robots may build cars in state-of-the-art plants, but at MITI minions grab for abacuses and pencils from behind 1945-style gray metal desks. Though charged with envisioning paperless offices and personal computers on every desk, MITI's Shinichi Tsuji remains melancholy about bringing high-tech tools to his office and most of Japan's white-collar cadre. "It will take a generation," he muses.

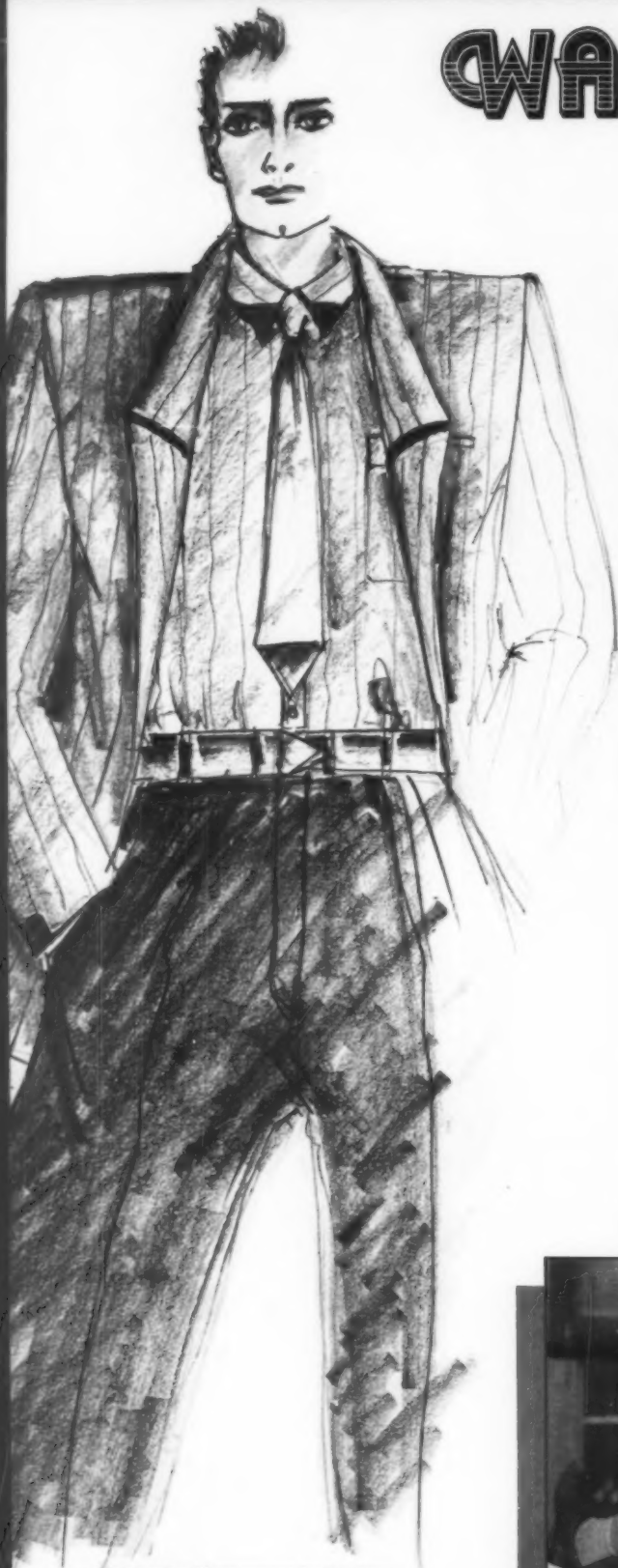
Better in Bogota? Pushing more than platitudes from his plateau city in the Andes, conservative Columbian President Virgilio Barco recently revealed plans to establish a career civil service. A source close to Barco tells *Management* the Carrera Administrativa corps will serve to snuff partisan abuses. To rid the U.S. bureaucracy of most of the spoils system positions still extant in 1938, FDR took an even bolder approach. He converted 17,726 of his own political appointees to career status. Presto! The Republican career bureaucracy he inherited was suddenly Democratic.



Guatemalan news. Office of Personnel Management Director Constance Horner joined Guatemala's civil service leader Ronny Aguilar earlier this year for a personnel powwow. Steve Thompson, agency director of international affairs, accompanied Horner to Guatemala City. Mrs. Horner also presented Aguilar with a copy of the Reagan Administration's *Management* magazine.

OPM Director Constance Horner's Central American tour included visits with Guatemalan officials and Costa Rican President Oscar Arias, a recent Nobel Prize winner (pictured).

WASHINGTON FA 19



Sketches for Management by Varintra

Don't say goodbye yet to 1987's buttons and bows, but wardrobes for over one third of 1995's federal supervisors—women—will include more tailored, “less froufrou” ensembles.

Two leading clothiers in Washington predict these changes will prove smart (and tight) fits for fashion-conscious feds.

Simple, conservative clothing generally survives fashion dictates. But among baby boomers and even younger managers of 1995, a sweeping fashion statement will be more evident in Washington than at anytime since 1919, when women's long skirts and Edwardian suits for men suddenly gave way to the modern designs of post-World War I.

“Tomorrow's office style-setters will not unfold in long jackets, short skirts or shoulder pads,” says Nan Miller the “Image Maker” for Raleigh's, a Washington clothing store popular with many federal managers. She predicts a dramatic demise for those fussy designs and fabrics which irritate the skin and spell discomfort.

The bob will return, with women and men wetting their hair and combing it back neatly—a certainty.

Miller may be taking a cue from *Bladerunner*, Hollywood's stylish science fiction thriller about a federal detective living in an inclement future.

She predicts, “clothes will be protective and streamlined. People's concerns will run toward comfort and blocking out the 1990s' number one irritant—pollution. They will want to protect their skin with a molecularly improved generation of mylar insulated clothing.”

Will cotton and linen garments have a place in 1995? Miller believes they will become novelty items, replaced by weather-wise synthetics. Tomorrow's garments will hold up better and bring comfort and a touch of leisure to the workplace.

“The most important change,” Miller tells **Management**, “is that Washington men and women will demand



Varintra

FASHION FORECAST 1995

By Mary Ann Maloney

a more streamlined look to complement their healthier shapes. The zeal of the fitness movement and increased nutritional awareness has already changed sizing in clothes dramatically, and the new form-fit fabrics will accentuate these better body shapes."

Varintra, a Washington-based designer, agrees today's ruffles, gatherings, pipings and other adornments will be relegated to attics as sharper, cleaner fashion images emerge.

"Fashion will take a page from the art deco period," says Varintra. Men will wear lots of tailored clothes and women will toss their suits in favor of dresses with elegant lines which dominated fashions in the '20s and '30s."

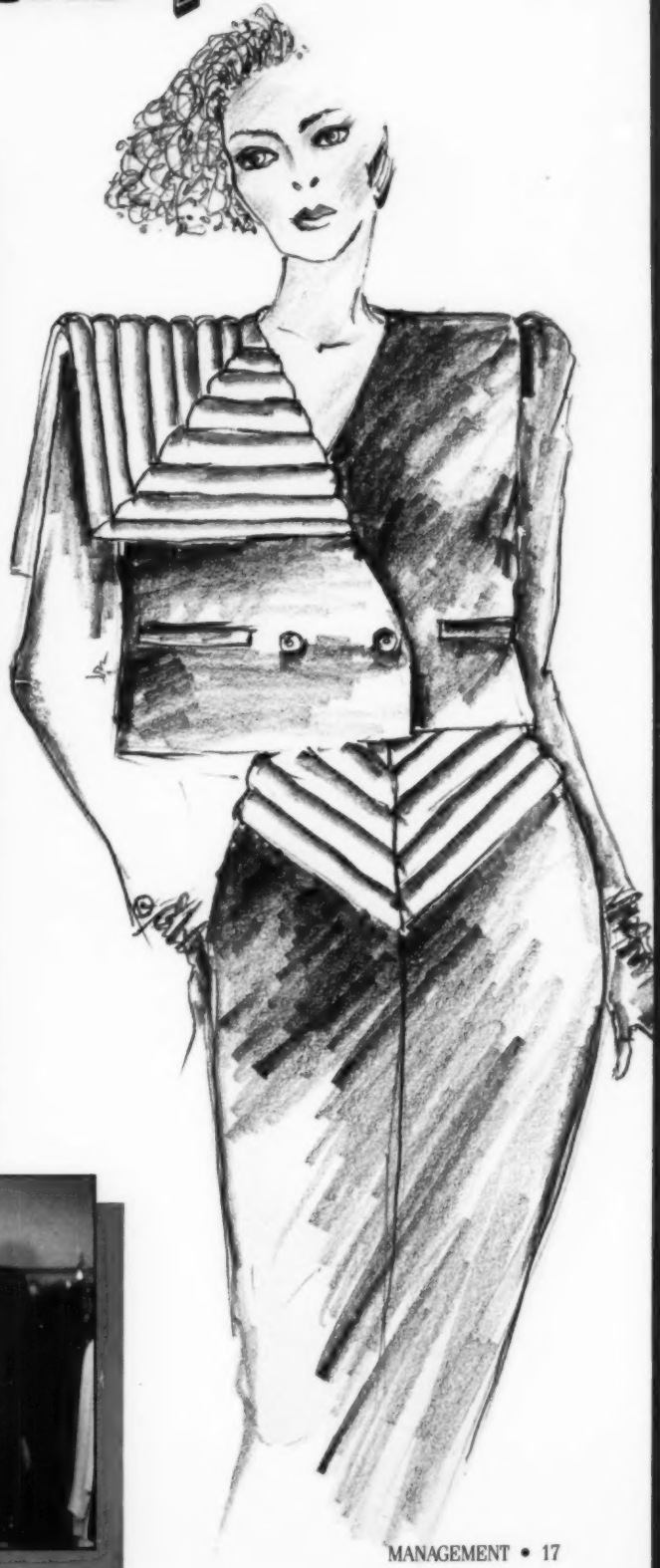
Consider how women and men adjusted their wardrobes after the post-WWI fashion breakthroughs.

Varintra believes hairstyles again will have a look of simplicity, but in fact will be highly tailored. "The bob will return, with women and men wetting their hair and combing it back neatly. This trend seems almost a certainty."

There is a downside to these fashion predictions for 1995.

"Men and women with careers on the up in government will have to think about their budgets. This 'haute couture' look will not come cheaply," warns Varintra. Most Washington women may only have two or three good outfits which can be interchanged and accessorized. Historically, this precise pattern has occurred in the wake of a revolution in clothing design. Consider how women and men had to adjust their wardrobes after the post-WWI fashion breakthroughs.

By 1995, after 14 years of following a federal policy of doing more with less resources, federal workers already might be very adaptable to adopting the same penny-wise practice to their dress budgets. ■



Nan Miller

WASHINGTON FASHION FORECAST 1995



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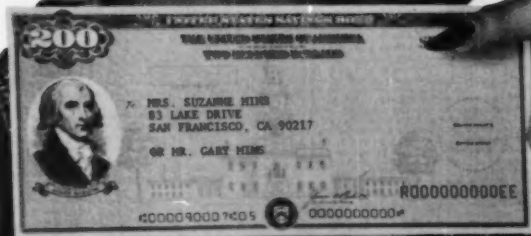
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MURALS A

For Managers In

Huge wall murals, sculptures and even some post-modern paintings grace numerous federal buildings. Spreading copies of these Americana masterpieces throughout less fortunate offices has brought General Services Administration back into the art business.

As hot as the Helga paintings (on the government thermometer), a second batch of posters celebrating art-

work in the government is being readied. Federal managers will be able to order GSA's new series of posters from Government Printing Office. Here's a preview of the murals in that collection, which premieres in '89.

"Settlement," by Jack Beal is one of four mammoth murals displayed at the Department of Labor. Reducing

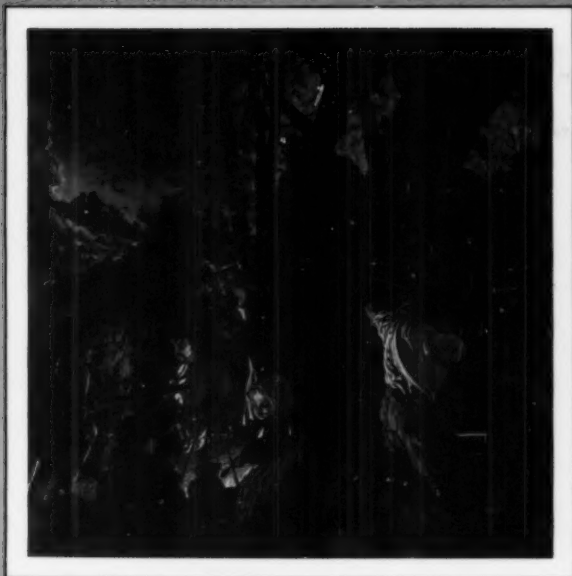


AND MORE

n Federal Offices

By Sharon Wells

the mural to poster size, as part of the Silver Anniversary Series of artwork in federal buildings, hasn't diminished the life-size impact of the actual work. Other murals from the series, "Colonization," and "Industry" are among the poster reproductions available.



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SHOW Washington Ethics Adrift:



"Selling secrets to Soviets? No big deal. There's a great distribution network out there. It's like Amway!"

Playwright Ron Wood has crafted a wry Washington drama on the provocative subject of peer-group ethics versus national honor. The often humorous story unfolds inside an agency's career network, and as George Bernard Shaw warns, "When a thing is funny, look for the hidden truth."

Four Men from Annapolis is a tale of ambitious Naval Academy roommates who begin their government careers by narrowly skirting dismissals in the notorious cheating scandal of 1974. Over 20 cadets were caught violating the school's honor code.

Twelve years later, the quartet has advanced through Defense Department's labyrinth. Hard work and intelligence propel one to the threshold of Navy's inner sanctum. Another flubs along the job series reserved for military chaplains. A third sells mid-level secrets to Russians and the fourth succeeds the old-fashioned way—proposing to an admiral's daughter. Unfortunately, the shortcut-seeking pattern established at the Academy erupts in viral corruption.

Entrapped in the spy ring, the character "Bruce" tries to get top-secret weapons data by blackmailing the most successful former roomie who works at the White House.

One by one, members of the tiny network are drawn into an ancient dilemma. They must choose between loyalties.

Honor, one of those chest-medal virtues considered a vestigial remnant by many public administration circles, is pitted against the bureaucrat's patron virtue—loyalty to one's professional network.

The storyline rings true. Post-Watergate Congresses and journalists have created a terrier-pit environment for executive branch officials. Even the perception of a slip-up can tarnish an entire life. What does a group do when it discovers a flaming red spy in its midst? Report or conceal?

Managers today recognize their job security demands an extraordinary degree of peer-group loyalty. This is not a new phenomenon. Throughout history, handy codes of ethics have evolved to cushion any established order from self-inflicted risks and to neutralize unnecessary shake-ups in their status quos. Yet when elites insulate themselves from changes, empires crumble. As Dag Hammarskjöld notes, "It is when all play safe that we create a world of utmost insecurity."

Accusations of ethics violations seep from encrusted bureaucracies whenever they face managerial innovations.

Four Men takes sides in this troubling dilemma. The playwright champions the oath of honor. He then portrays that sworn oath as savaged by the unspoken vow of loyalty to one's peers. Wood explains that protecting national security demands a high degree of professional honor, but he gives fair hearing to our need to protect job status.

He then shows how expediency has distorted the original intent of today's ethics rules. They no longer shield risk takers who dare to reform our systems. Rather, they are used by entrenched employees to trip managers threaten-

MEN FROM NATIONA

ing to introduce progressive (but bothersome) changes.

Four Men has appeared at Washington's Source Theater and, in revamped format, at Arlington's Touchstone Playhouse.

A more convincing performer in the lead role of "Mike," played by Michael Noel, might better convey the complex character of the White House staffer. He should project both the face of an Eagle Scout, which Noel handles admirably, and the sensibility of a mature hero.

The protagonist must wrestle with the consequences of refusing to be blackmailed for his closeted homosexuality. Either he cooperates with the Soviets or reports himself to authorities (thus Congress, thus media).

The role calls for an accomplished actor. In Touchstone's production Noel manages to come across as a stomach in, shoulders back kind of guy. But only the author's written lines convince audiences Mike comprehends the huge price tag attached to his from-the-gut honorable decision.

Mike's decision destroys his tiny network.

Testing one's honor turns out to be the focal point of this remarkable play. During a flashback to their first day at Annapolis, one plebe looks over the curriculum and quips, "We have classes on honor for the next four years! I didn't know it was something you get graded on."

The author argues public servants act dishonorably whenever they subject their assigned missions to personal standards of "relative truth" or, worse, to their own selfish interests. In this morality drama, garden variety right (It's right for us) collides head on with heavy duty right (It's right for Russians but wrong for U.S.).

M ANNAPOLIS RESCUE L HONOR

In one scene, Wood scrutinizes motives behind the current crop of self-proclaimed whistleblowers.

The blackmailer, brilliantly portrayed by Touchstone's Tim Carlin, hypocritically fashions himself a federal whistleblower. In a ploy to get Mike to betray the public trust, he threatens to use obscure personnel regulations to clobber the hero. Carlin's character threatens to give FBI several sexually damning photographs—pictures of Mike taken by Soviet embassy staff. "After all, if I don't report faggots," he taunts, "then I'm covering up a violation of regulations."

One officer succeeds the old-fashioned way—proposing to an admiral's daughter.

Twisted logic? Perhaps, but Washington audiences have no problem grasping it. The crime of "cover up" is today's most popular way to send bureaucrats to the pokey.

Old-fashioned Mike still regards treason as the more heinous sin. He refuses to cooperate and the whistleblower's ruse collapses. During intermission a group of theatergoers continued the debate over whistleblowers. Has official Washington turned the concept on its head?

Accusations of ethics violations involving petty procedures seep from encrusted bureaucracies whenever they are confronted with managerial innovations. An insidious form of Washington corruption evolves as each accusation seems guaranteed a hearing by like-minded opponents in the media and on the Hill. Modern management is intimidated and honorable executives tarred as unethical and disloyal to their networks.

In the final analysis, *Men from Annapolis* weighs one pillar of public service philosophy against another.

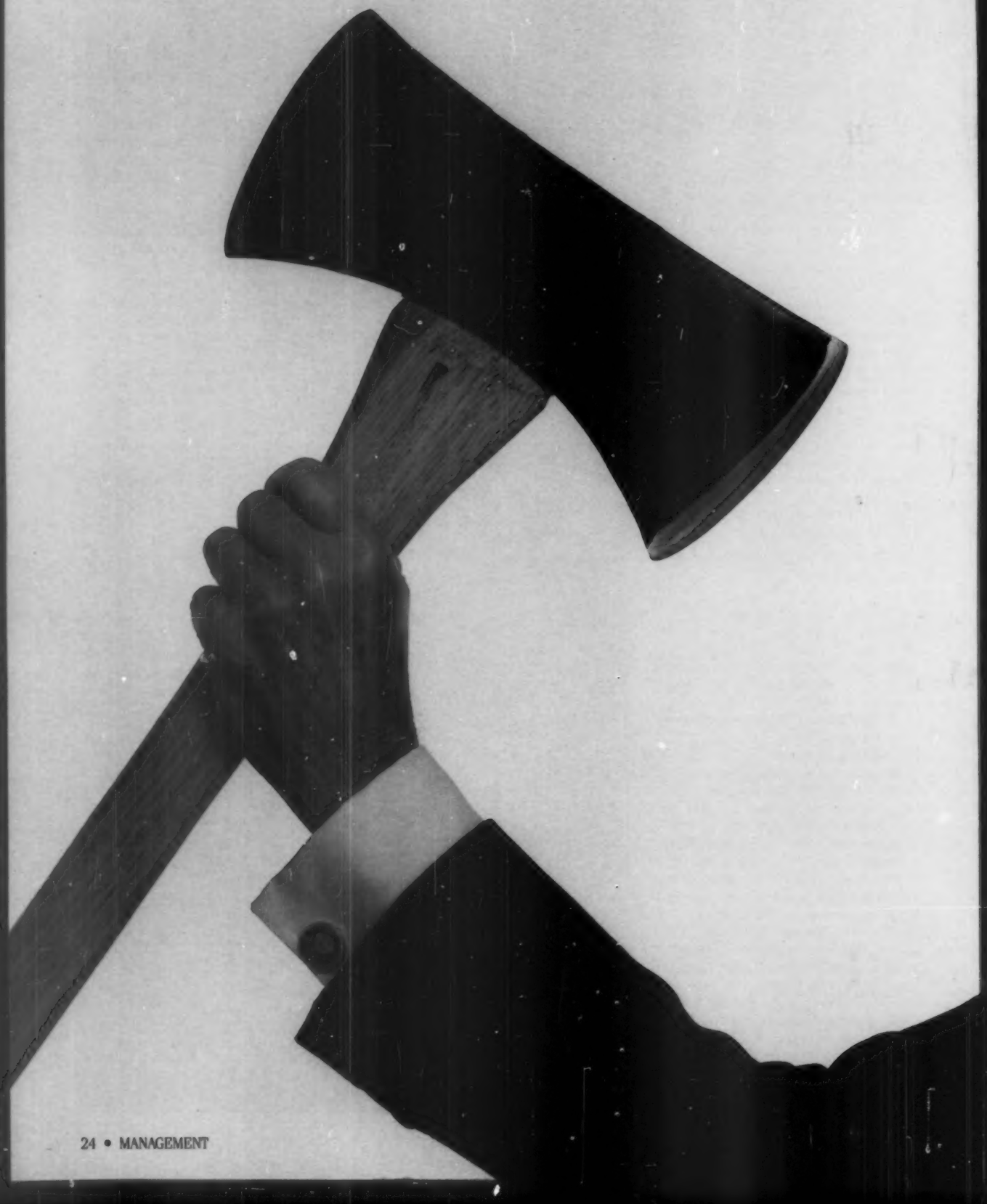
Sam Rayburn's "If you want to go along, get along" is a warmly received adage inside the beltway.

Since Watergate it has been enshrined in a temple of rules and it shelters cooperative executive branch officials from embarrassing confrontations on the Hill.

Yet, underneath this comfortable new structure of ethical guidance, warns Wood, remains the ancient, stone-cold law of honor for public servants. In *Four Men From Annapolis* that rule intrudes upon the stage like the first set of tablets from Moses' hand. ■

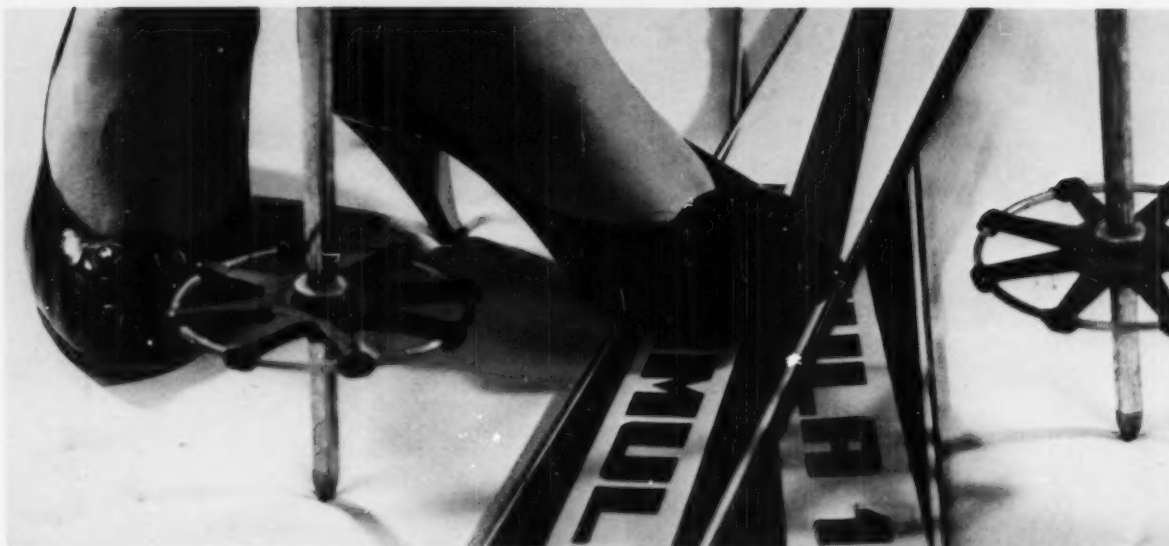
Four men from Annapolis (from left to right): Jim Hicks—Preacher; Tim Carlin—Bruce; Steven John Evans—Jet; Michael Noel—Mike





WASHINGTON MUSCLE

*Living proof that Washington muscle exists outside high-powered staff meetings.
Who are these people caught in the act of exercise?*



Social Security Administrator Dorcus Hardy, best skier in management's ranks.

By Sharon Wells

"Never let them see you sweat," warns a current TV commercial, but Washington's top muscle is saying yes to working out at work when it comes to personal and personnel fitness.

Flexing has become a status symbol for Washington achievers.

This year, Office of Personnel Management Director Constance Horner has issued new *Federal Personnel Manual* guidelines telling agencies to consider it good management to let the sweat flow in the name of productivity.

"I'm not telling agencies they should build world-class fitness centers," says Horner, "but my intent is to provide the tools for managers and employees to work together building programs aimed at improving health, morale and self-image."

A reformed smoker and avid walker, Horner has initiated a comprehensive health package in her own agency by combining existing resources with employee-paid services.

Both public and private sector employers now recognize the benefits of keeping physically fit. And being healthy no longer translates into simply being slim, trim and diet-fad conscious. At least 65 percent of businesses (with more than 100 employees) have some kind of health promotion activity. Department of Health and Human Services surveyed 1,300 com-



Journalist Mike Causey, well-read runner.

*President Reagan chops wood for fitness.
WH photo by William Fitz-Patrick*

panies and found organized activities range from health screenings to fully equipped gyms.

While government has been a little slower in the stretch, a recent poll shows nearly half of Washington area agencies have fitness programs with full-time directors, says contractor Alice Wheaton, who's coordinating OPM's program. When the President's Council on Physical Fitness and Sports took a similar poll in 1980, only 10 out of 80 agencies sponsored activities, she recalls.

Series of regional conferences on "Public Employee Health and Fitness Programs" help the Council work closely with Federal Executive Boards. York Onnen, director of program development at the Council says, "Our conferences take the health and fitness message to agency field offices."

So, Washington isn't the only town in a federal sweat. Phil Cooney, assistant to the director at Transportation's Transport Systems Division in Cambridge, MA, says his facility focuses on cardiovascular fitness and flexibility. It operates through a combination of government funds and employee user fees. Says Cooney, "When employees pay for services they develop a sense of ownership."



Washington Personnel Honcho Jim Colvard's driving grip on the civil service and on the green.



Interior Secretary Donald Hodell sinks 'em in his Department's well-equipped gym.

Social Security Administration in Atlanta faces a slightly different challenge. With over 97 percent of their employees in the field, it focuses on "education, motivation and involving employees," says Wayne Harmon, director of training. Making and providing individual exercise videotapes for employees in far-flung offices is one answer. Harmon admits it has been a challenge, but "there is real commitment from the top."

With federal fitness wheels rolling, employees who formerly perspired in private and isometriced at their desks during lunch now can come out and pump up, sit up, flex it, press it, walk, run and participate in any number of agency-blessed activities designed to improve their bodies. ■



Ms. Management



Dear Ms. Management,

A female co-worker has adopted the practice of using harsh language in the office and during phone conversations. When I questioned her about her new vernacular she confided the lingo was just a part of office politics, a power tool to help her get ahead. Call me old-fashioned, but I feel swearing is inappropriate for the work place. Am I wrong?

Girl Who Can't Say!!X?*

Dear Ms. Management,

I'm fuming over the fact my supervisor disapproved how I handled a potentially lethal situation. One of my co-workers dropped cigarette ashes in my wastebasket, catching the trash on fire. My supervisor claimed I should have notified him before pulling the fire alarm. But, Ms. Management, don't you agree it's dangerous to run these types of situations through channels?

Shouting Fire

Dear Expletive Deleter,

It distresses Ms. Management that swearing in the work place by otherwise correct ladies and gentlemen has been on the upswing since the '60s, when genteel office behavior was tossed in favor of expressing so-called "honest feelings."

Au contraire, we find individuals who break down etiquette standards in the name of informality and honesty often are faking it. The new language skill your co-worker demonstrates is an artificial tool of familiarity. It presumes a level of friendship (and office status) which probably does not exist. Such presumptions can isolate the swearer from the very professional circle she hopes to enter.

Failure to address and speak to co-workers and the public in a professional manner also lowers morale, the quality of life in the work place and shrinks the high standards expected of our public image.

Dear Flaming,

Ms. Management has done some research on your question and we find that trashcan fires are not uncommon in offices—especially when employees insist on using wastebaskets as ashtrays. It seems your immediate reaction was 'the ultimate one' for handling fire related emergencies. Most are very controllable problems: People have resolved them with simple douses of coffee from their morning cups. Cigarette and coffee, two wrongs, canned, make it right. (Although they make a very poor pun.)

Not every fire is easily snuffed out, so it's important to pour on common sense. Each time a fire alarm is pulled, local police and firemen are called in and all employees are evacuated from the building. The average cost to Uncle Sam runs in the thousands for a large building.

Should another fire erupt, determine if it is contained (has not spread to papers on desk) and is non-electrical. If so, reach for the nearest fire extinguisher found in all federal hallways.



Women in the '80s and beyond should ignore the morass of media advice and analysis.



Abbott H. Thayer (American, 1849-1924)
"The Angel of Dawn," 1919.
Courtesy Adams Davidson Galleries, Washington, DC

A recipe for conflict between the traditional homemaker and the conservative career woman.

Women of the New Right

Surprising Profile of 1995's Federal Females By Patricia Harrison

Socrates, just before he swallowed the hemlock, said, "The unexamined life is not worth living." He should have included the caveat, only the person who is living the life should be allowed to do the examining.

Ever since the first woman put on her dress-for-success suit and headed for the office, the working woman and the woman who chooses to stay at home have been the subject of mostly negative analysis by a long list of 'experts' including politicians, feminists and talk show guests—a veritable tower of psychobabble.

Roberta Klatch, author of *Women of the New Right*, offers an analysis based on a premise the women of the new right can be divided neatly into two camps: social conservatives concerned with protecting family, religion and morality and laissez-faire conservatives focused on economic and political freedoms.

A potential recipe for future conflict, says Klatch, lies between the traditional homemaker and the conservative career woman. For feminists such dissent spells a potential opportunity for an alliance with the laissez-faire conservatives—particularly tempting targets for a new alliance, she might hint, are those involved in government policy throughout the Reagan Administration.

According to Klatch, the study "aims to move beyond survey analysis in order to grasp the internal logic of the ideology that attracts women to the right wing cause. To understand the variation of belief among women of the right, we must try to view the world through their eyes. Rather than considering those active on the right pathological, that is, having personality disorders or being social isolates, as is so commonly assumed in the literature, this study seeks to understand how an individual might meaningfully adopt right wing values and beliefs."

One could argue a researcher who aims to uncover a belief those on the right are "pathological" and who needs to strain to "understand how an individual might meaningfully adopt right wing values and beliefs" might be laboring under too heavy a burden. However, this is a well written treatise and the author is careful not to disparage either "side."

The major flaw of Klatch's premise—two distinct new right camps—is that nothing remains static, including women. We simply will not go sweetly into gentle categories.

Just when one has identified a real laissez-faire conservative woman, she decides to take a break from hauling herself up yet another rung on government's career ladder. She discovers marriage, family and community.

The social conservative woman, after years of intense volunteering and having acquired talents which would put any senior executive to shame, decides, now that her children are grown, it's time to become an entrepreneur or join the growing camp of individuals interested in working in the executive branch. Certainly, the late Mary Crowley, founder of Home Interiors, and Mary Kay Ash, president, Mary Kay Cosmetics, are examples of social conservatives in the private workplace.

Government circles also include a handful of such leaders. In fact, slightly older women may comprise a major new pool of talent for both career and appointive positions in future administrations.

A radically different scenario for the 1995 federal workplace can be made just as easily as Klatch's. If Washington continues to change with

- more women discovering opportunities in the new entrepreneurial government environment,
- increased pressure on women in the workforce,

- increased numbers of women in colleges,
- a new appreciation of the benefits of marriage and family and
- a reassessment of sexual freedom

there may be more links-in-common among women of the right than dividers.

This also could lead to a dramatic increase in the number of "converts" to the conservative agenda among women already developing federal careers: a mirror image (right side) of the scenario Klatch projects from the conventional feminist perspective. Within this fluid environment, the next conservative administration's challenge will be to strengthen such linkages and to motivate all stripes of women supervisors and managers to take leadership roles in policy initiatives.

One additional challenge for women in the 1980s and beyond is to ignore the morass of media advice and analysis. Women should continue to meet their own personal challenges whether at home or in the workplace with integrity, self confidence, faith and self esteem intact—an agenda which certainly can't be labeled "pathological." ■



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Book Review

Promoting Policy Pushers

By James C. Miller, III

This is an interesting and useful book, especially for government policy junkies.

Making Public Policy: A Hopeful View of American Government is divided into two parts—the first characterized by reporting and analysis, and the second by argument.

Part I is an excellent description of how federal policymaking

works. In separate chapters, author Steven Kelman discusses Congress, Presidency and Supreme Court, as well as bureaucracy—without which the other three could not function. Maintaining sympathy for participants in each branch, including bureaucracy, the author is quick to admit self-interest, conditioned by the institutional framework, plays an important role in overall bureaucratic performance.

Kelman's treatment of issues is scrupulously fair and borders on being encyclopedic. Obviously, he has researched these issues extensively—especially bureaucracy and how to make it function more effectively.

In Part II, the author evaluates the policymaking process using two standards: "The ability to produce good public policy and the less tangible effects of the process itself on promoting our dignity as people and molding our character." By these yardsticks, Kelman concludes the process works fairly well and he is "hopeful" about further improvements.

In Part II, the author also argues what is needed to improve policymaking is a healthy dose of "public-spiritedness" on the part of its participants. Kelman defines spirit as "an inclination to make an honest effort to achieve good public policy." Singled out for the most extensive treatment are

BOOKS SEEN ON TV

- **Professionalizing the Organization: Reducing Bureaucracy** by Guy Benveniste (*Jossey-Bass*). "Current nostalgia for deregulation is sometimes useful, sometimes not," chides author. "It disregards one reason bureaucracy is so successful. Bureaucratization protects managers and guarantees salvation as long as routines are obeyed. Once, the market's hidden hand wiped out those who didn't adapt. But no going back to unfettered market entrepreneurship." Benveniste's thoroughly restrained optimism projects a future full of "profession-oriented organizations," which substitute bureaucracy's control-by-rule with control based on professional discretion/self-restraint/self-regulation. White House players warn his go-for-half strategy to deregulate federal innards is bewitching but could gut real reform. Surrender Dorothy.
- **All the Presidents' Wits** by Gerald Gardner (*Morrow*). Lyndon's favorite anecdote on the presidential role as mediator: "I lay the cards out straight for everybody. We'll all know the score. Like the card game conversation when one of the boys looks across the table and says, 'Now Reuben, play the cards fair. I know what I dealt you.'" *Wits* is best-of-genre since Paul Boller's *Presidential Anecdotes* (1981, *Oxford*).
- **Performance Standards Made Simple: Practical guide for federal supervisors** by Ralph Smith (*Federal Personnel Management Institute, Inc., Huntsville, AL*). Solid, cheap booklet for first-time supervisors designing their staffs' performance standards. Tracks OPM groundwork. Four stars.
- **Empowered Manager** by Peter Block (*Jossey-Bass*). Sweep out rules/regs logjamming government's internal procedures by 1995. Author recruits a cadre of future managers by clearing cranial blockages from their bureaucratic mindsets. Chapter three, "Developing Antidotes for Bureaucracy," describes his "entrepreneurial contract" as a novel agreement between managers (or among political/career/privatized officials). Safeguards to shield decision makers would remain. Blessedly.
- **Survival in the Corporate Fishbowl** by J.P. Fernandez (*Lexington*). NPR's business reporter loves this one. Fernandez on discrimination: "I suggest women stop believing corporate propaganda that the major influences on their careers are skills and competencies." Advice to hopeful yuppies: consider "the negative psychological—

Book Review

government bureaucrats—what makes them tick, their degree of public spiritedness and how such spirit could be enhanced.

Part I is quite excellent, but I found Part II a bit convoluted. The problem shows up particularly with respect to his choice of the second standard for evaluating

Kelman demonstrates ambivalence toward the subdiscipline of economics and political science known as public choice.

policymaking process—promoting dignity and molding character. Unfortunately, what is meant by dignity and character in this context is not fully described. More importantly, neither is “good

public policy.” Kelman does say if the policymaking process has these features it will produce good public policy: “A significant level of public spirit in the system” and “a reasonable ability to create the organizational capacity necessary to produce government actions that resemble earlier political choices.”

Although I would not necessarily adopt this definition of “good public policy,” Part II could have been enriched considerably had the author further developed the idea.

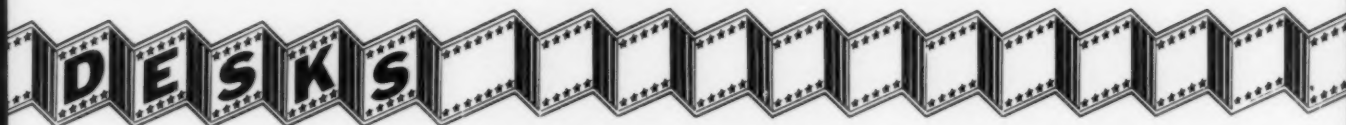
What interests me in particular is Kelman’s demonstrated, though perhaps unrealized, ambivalence toward the subdiscipline of economics and political science known as public choice. Chapters 10 and 11 contain searing attacks on

what the author sees as the key assumption of public choice

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James Miller

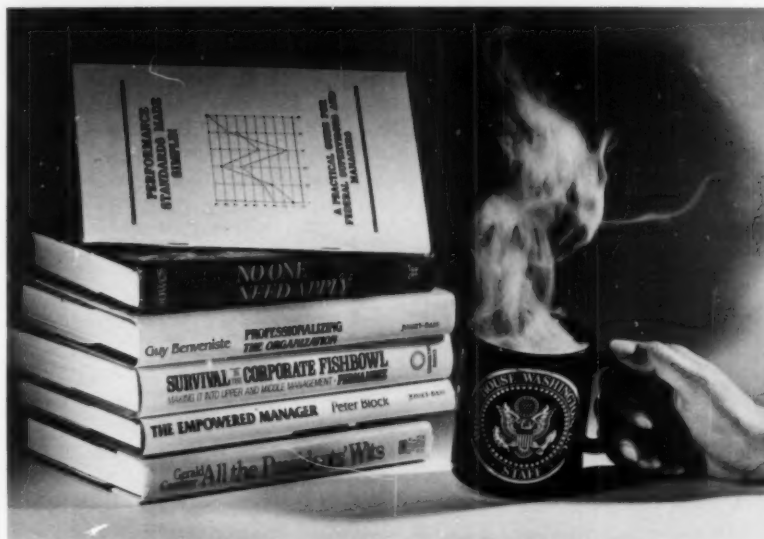


and ultimately physiological—impact corporate success has had on an increasing number of employees.” Career survival Rx: Inoculate yourself against competition with a self-served dose of the corporate poison pill. Aim for suspended animation. No problem.

- **No One Need Apply: Getting and Keeping the Best Workers** by Lee Bowes (Harvard Business School Press). Reservoir of ideas for fed personnelists looking toward 1990s. “The new type of personnel entrepreneurs are not deskbound. They act like a sales force, except their ‘customer accounts’ are departmental heads...personnel reps must sell inner-office services. They compete with others in their own divisions and with outside consultants. As they expand services their compensation grows. They even sell to other (agencies).” Bowes gushes

with startling suggestions for business school personnel instructors. Pity. Personnel schoolies on public administration campuses are out of fuel,

resorting to tertiary recovery techniques to pump droplets from depleted political formations. *Apply* is a wildcatter. ■



Partnership for a Drug-Free America



**Don't let
a drug user
scare you.**

You're the boss.

People on drugs can be difficult, emotional, unpredictable, even violent.

But if a drug user works for you, he depends on you.

The ball's in your court. You can ignore the problem. You can try to counsel him.

Or you can do the one thing that might help. Tell him to get well. Or get out.

By confronting an addict with this simple choice, you give him what may be his first real reason to stop. It won't be pleasant. But there's a good chance it'll bring him into treatment.

And it's even better if you can tell him how to start. 1-800-843-4971 is the National Institute on Drug Abuse helpline for managers and CEOs. Call weekdays from 9:00 a.m. to 8:00 p.m. Eastern Time. They'll refer you to professionals who can help your company set up drug education, employee assistance, and treatment programs.

Call. And stop something really scary from happening.

The message pushed by private sector managers is clear: "Get off whatever you're on, or get out." The *Partnership for a Drug-Free America* ad campaign is designed to do two things. First, it is intended to scare employees into getting help, otherwise risk their jobs. Second, it seeks to elicit corporate support for creating recovery programs. In the public sector, however, federal managers must play by another, more subtle, set of rules. Policies are covered in detail in a new course offered to supervisors by Office of Personnel Management.

Violent Employees

By Michael W. Orenstein

Unless supervisors pay attention to behavioral histories of their employees, they may fail, quite literally, to save face—their own.

Supervisors, including women who physically may be no match against angered male staffers, have endured the malicious leer or have felt the slight bump of an antagonistic employee in the hallway.

Startled General Services Administration employees in Washington recently witnessed a sobering confrontation turn into a serious attack on a female supervisor by a disturbed male staffer.

Fortunately, heinous attacks like the multiple shootings committed by a postal employee in Oklahoma last year are rare. However, periodic shouting matches, threats and scenes of employees manhandling supervisors point up the need for supervisors to prepare for bizarre eventualities.

Opinions differ as to whether societal irreverence for superiors or relaxed workplace rules are responsible for this abysmal behavior. Regardless of the sociological reason, the fact is, acts of aggression do occur.

Experts contacted by **Management** cite alarming examples of employee hostilities directed at supervisors of both sexes.

In the incident at GSA there was grave potential for physical harm. "The employee had to be torn off the supervisor and removed from the building in cuffs," confirms Joseph Slye, GSA's associate administrator for public affairs. Had the female supervisor at Washington headquarters been aware of the past mental instability of her male subordinate or heeded key warning signs, she might have been spared his outrageous attack.

Unprepared for such crises, many supervisors lack the skill and presence of mind to handle violent employees. National Institute of Mental Health's Gerald Brown, a psychiatrist and clinical investigator in aggressive behavior, says the best way for bosses to avoid the aggressions of hostile employees is to be cautious about hiring anyone with a history of confrontational episodes. Supervisors should review applicants' previous employment records for tell-tale signs.

However, in a less than perfect office environment, a supervisor often is faced with a problem employee already on board.

Brown says the ways supervisors should approach individuals depend on who the person is, his or her current state of mind, the meeting location and past experiences with the employee.

First, Brown reminds managers their primary concern is for their own safety, and he does not rule out striking an employee in self-defense where bodily harm is a clear risk. But Brown clearly prefers the "brains over brawn" approach.

"A supervisor must not be intimidated from doing his job, and certain precautions are in order," says Brown. "If the employee already is in a combative mood, delay the action for a few hours or wait for another day. Confronting someone who is angry may unleash his pent-up aggressions in the heat of the moment."

Dr. Bernard Vittone, director of the National Center for Treatment of Phobias, Anxiety and Depression, in Washington, agrees with the offensive posture supervisors might have to assume. "If the danger seems imminent then one has to take any action for self-defense," say Vittone. But, he adds, the use of physical force should be used as a method of last resort. In the place of violence, a supervisor should try to make a conciliatory gesture such as, "If you do this you'll be arrested, so let's sit down and talk this out for both of our goods."

Brown suggests supervisors apply similar rules to themselves. "It's a tremendous mistake for a supervisor who visibly is angry or churning inside to confront an



employee. He or she heightens the chance of saying or doing something to provoke physical attack and also may jeopardize any case being mounted against the individual."

Before requesting a one-on-one meeting behind closed doors, Brown suggests including a neutral witness if the supervisor distrusts the hostile employee's integrity. This strategy will lessen the likelihood the employee will make false claims about what transpired in the meeting. It also might suppress smoldering hostile behavior. The privacy consideration regarding a third party listening in simply may be outweighed by the possibility of hostile action or false claims being charged against the supervisor.

The best offense is a better defense and perhaps the supervisor's best offensive weapon is a documented fact sheet of an employee.

"The best predictor of aggressive behavior toward authority figures is a repeated past history of aggression," says Brown. "Look beyond their resumes." He recommends leafing through an applicant's official personnel folder. Look for reprimands or complaints which indicate an attitude problem. Get the low-down by talking with the employee's past supervisors.

"For example, I would have serious reservations about hiring someone who was discharged from military service under 'less than honorable' conditions," suggests Brown. Military documents frequently are found in federal personnel records.

Bill Irvin, assistant director of personnel at Office of Personnel Management, also encourages supervisors to look through personnel folders. "If the practice was more rigorously followed, supervisors might avoid making poor selections."

"The smart supervisor will take precautions," says Brown. "If you've noted a troublesome personality, don't close your ear to developments regarding home life problems, such as divorce."

Complicated civil service personnel rules often deter managers from taking even mild preventive actions against employees identified as potentially hostile. Such inaction can result in a spawning ground for danger. Many supervisors complain the rules parallel controversial legal protections which favor criminals over their victims.

Of course, it's a gray area if managers must act where no aggressive behavior has occurred. But are supervisors hamstrung until an incident occurs?

One federal supervisor tells **Management** she has used a commonplace procedure—sticking to the rules—while ridding her office of a person identified as a likely threat to others. "I lay-in-wait for another reason to take disciplinary action," she says. "And frankly, it's easier to mount a charge of poor performance than one of potential insubordination."

In the private sector where personnel decisions can be handed out more quickly, supervisors have the upper hand with those prone toward violence. In *Women Who Want to Be Boss*, Marlene Jensen describes one female advertising executive who fired her art director on the spot for hitting her with a cardboard tube and yelling, "You bitch."

But learning to work within the constraints of a severely protective system is a task with which even private sector supervisors are coming to grips.

Most employees may be expected to react against routine concerns their bosses may register. Some reactions are negative, including denial, defensiveness and claiming provocation or circumstances beyond their control. But should you find yourself listening to a chronic flow of justifications from a worker frequently engaged in shouting matches with other office workers, you may be dealing with a trait which is symptomatic of a person who disregards social mores.

"Calm, rational talk between the boss and employee to solve disagreements may not work with individuals who possess aggressive or impulsive personality traits," says Brown. "A frequent, overt tendency toward verbal abuse is, perhaps, a sign of something more serious."

However, Brown cautions against jumping to conclusions. Individuals possessing any one or combination of these problems are not necessarily threats.

"In any profession, circumstance or relationship requiring social interaction, certain tensions and misunderstandings are going to develop," Brown says. "Rational individuals can adjust their behavior accordingly." He advises managers to log information should future situations arise.

Leaf through an applicant's personnel folder, look for reprimands...

But Brown warns that some individuals have myopic views of events taking place around them. "They react differently. A handful react quite irrationally to situations. The borderline psychotic's perception is quite out of sync, therefore, you may witness unpredictable reactions to similar sets of circumstances."

A worst-case illustration of malevolent behavior toward a supervisor is the case of Patrick Sherrill, the Oklahoma mail carrier who in August 1986, left a scene of carnage in the post office where he worked. After being criticized by his supervisor, Sherrill's psychopathic personality, coupled with a host of other problems, caused him to crack. His distorted reaction to the boss' warning produced a nightmare of vengeance aimed at supervisors and co-workers. Fourteen people died and six were wounded in the horror Sherrill's small arsenal of guns left behind. Sherrill eventually took his own life in



the most gruesome incident in public employee history. "Such people go into their own dream worlds," says Brown, "and in these irrational states ignore effects their actions have on innocent people."

"A supervisor must not be intimidated from doing his job."

Idiosyncrasies vary, so there are a number of right and wrong ways for bosses to approach potentially unpleasant situations. To improve the odds, many federal agencies are establishing Employee Assistance Programs offering supervisors specifically tailored advice.

In a new initiative, GSA chief Terence Golden is spearheading a "total wellness program" which makes available a wide array of counseling services for employees throughout government. Golden has formed a consortium of nine agencies and contracted Montgomery General Hospital to provide troubled employees with confidential counseling services.

"The well-being of federal employees is a top priority," says Golden, whose program also helps provide employees with comfortable and efficient work areas and day care facilities for working parents.

The program can help supervisors learn how to identify employees with problems and make appropriate referrals. However, Golden emphasizes the program is not intended to turn supervisors into psychoanalysts.

NIH's Brown echoes Golden's concern and urges supervisors to restrain their interventions.

"Supervisors should not attempt to establish buddy-buddy relationships because they risk diluting the line of authority," Brown says. "If an employee has an impulsive personality, his mood changes could move rapidly

from seeing the boss as a special friend to that of archenemy. The result could be dangerous. Instead, supervisors need to reaffirm their impartial and just authority and discuss only the relationship between the problem and deteriorating work performance."

Contrary to advice given by some counselors, Brown advises managers not to make the first move in referring individuals for counseling, even when a solid communication channel exists.

"If there is any base of a relationship between the two parties, the employee eventually will indicate the presence of a problem," he says. "That's the ideal time for the supervisor to suggest counseling." A good line of communication can be soured, he adds, if the counseling idea is prematurely introduced. "Without the employee's call for help, he or she may become hostile over being 'found out.'"

"Buddy-buddy relationships dilute supervisor's lines of authority."

Regardless of how "light" the degree of hostility, supervisors aren't paid to take physical or verbal abuses dished out by employees.

"It's not the agency's mission to find solutions for an employee's personal problems," says Brown. "Likewise, managers shouldn't think of themselves as final guardians. Their priorities in potentially violent situations are to look out for their personal safety first, their agencies' interests second and finally, the interests of their upset employees." ■

Book Review

Closing of the Public Servant's Mind

By Thomas Kiefer

American society is in serious trouble.

We are living off the accumulated cultural capital of past generations and enjoying benefits of the ordered freedom our Western heritage has given us. But we are making no effort to understand, revere or nurture those basic values which support our civilization.

This is Allan Bloom's disturbing message.

His specific focus is American higher education, but his criticism could be levied with equal force at the public administration course work offered by our educational system. Just as Education Secretary William Bennett has urged secondary schools to stop stressing computer literacy at the total expense of cultural literacy,

government's own managerial training could use some new direction.

What we have done, says Bloom, is stop teaching ethics—the heart of philosophy as the Classical Greeks understood it. In its place, American education emphasizes value relativism: one person's opinion becomes as good as another's. If there are any overriding values they are those of equity and unquestioning tolerance.

Is it surprising, given this state of affairs, Plato and Aristotle are little more than historical curiosities? Or that today's students,

Cont. Pg 40

IN BRIEF

Appropriations Riders Saddle Regulatory Reform

By Hugh Hewitt

Utopia is only a *Federal Register* notice away. Such is the vision of the deregulators, and there is a grain of truth in this view.

Anyone who has worked within the tomb-like confines of federally regulated activity knows well that in this excess of fine print resides much of the policy paralysis conjured up by the single word bureaucracy.

Congress lumps all spending decisions into a single, Son-of-Kong bill.

Leave it to the lawyer to throw cold water on those who believe deregulation is a matter only of executive branch resolve. Seven years into an Administration committed to the clearing and hauling away of regulatory deadwood, the careful observer sighs with frustration at how much remains to be done.

There is no shortage of will, and there are dozens of chapters of the *Code of Federal Regulations* that could use, at the very least, an aggressive pruning. But the pace has slowed and shows little sign of picking up.

Round up the usual suspects, and the primary collective culprit is—no surprise here—Congress. The Congress is the reactionary institution at work in the process of regulatory reform, and for all the well-known reasons: intricate patterns of constituent demands, a fragmented, indeed, non-existent accountability to the public at

large and the incentives that an individual Member recognizes as heavily tilted toward business-as-usual as opposed to innovative change. The rhetoric of re-election campaigns depends not on a record of cheering on innovation, but on resolutely protecting a pattern of benefits distribution that keeps the district's interest groups happy.

While this hardly represents a new problem, Congress has been at work perfecting the instruments of reactionary obstruction. No principled commentator can argue that Congress is not entitled to a negative, checking role. If the executive strays from the path Congress deems appropriate, Congress ought to introduce a corrective proposal, debate it, pass it and present it to the President. The same observer should shudder, however, at the abdication of this traditional role played by the legislature.

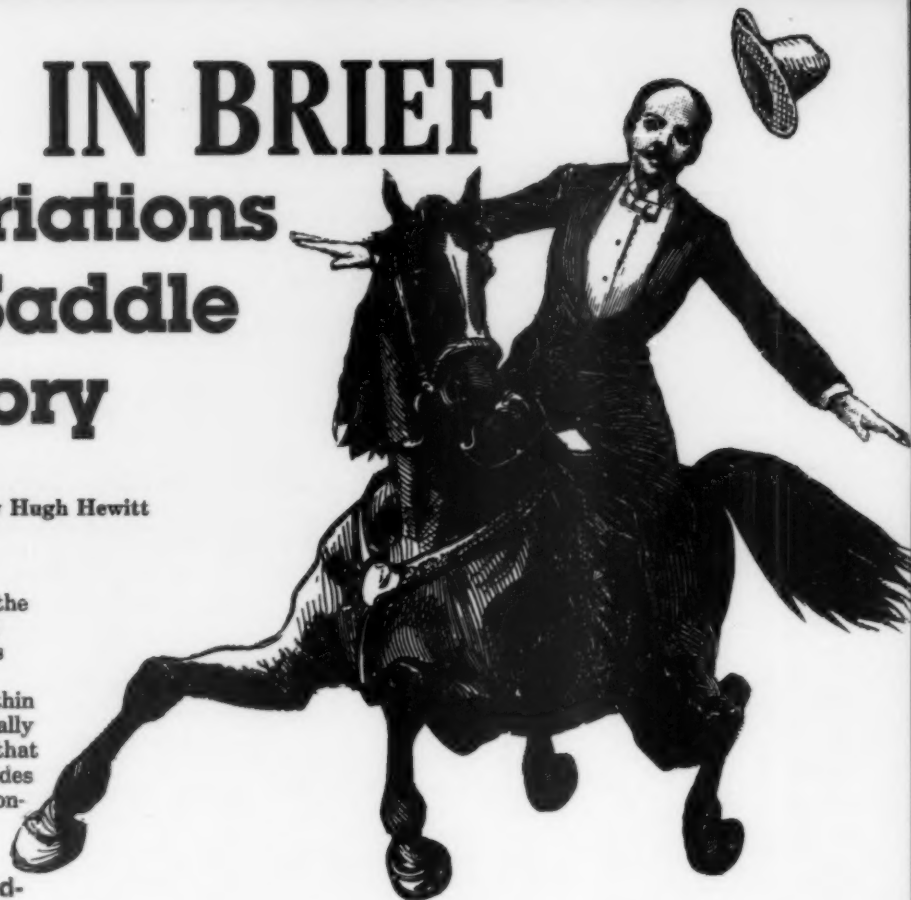
In the area of deregulation, Congress has added to its arsenal a silver bullet of sorts which, when

used, effectively kills off even the best regulatory reforms: the appropriations rider.

As the end of the fiscal year approaches, pressures build on Congress to lump all of its spending decisions into a single, Son-of-Kong bill. As the text of the Continuing Resolution grows larger

OPM has seen this wheel crush truly important regulatory reform.

and larger, so do the opportunities for inserting deep in the pages the paragraphs that target particular Administration initiatives. Eventually, the President is presented with a single bill studded with special interest provisions. The choice given him is to sign and keep government funded and running, or veto and send the feds home. As this annual ritual plays itself out, the Administration is forced into targeting for removal only the most objectionable irrelevancies. To demand a "clean" ap-



propriations bill is not only to risk shutting down government but also to court the description "obstructionist."

Office of Personnel Management has watched this wheel turn before and seen it crush truly important regulatory initiatives.

As every federal worker knows, the Combined Federal Campaign (CFC)—government's charity drive—is plagued by so many

OPM has moved to consolidate — into a new, single facility — today's patchwork quilt of decrepit training sites.

regulatory inanities as to threaten its basic mission of offering feds the chance to use payroll deductions to relieve some of the burden on the nation's and the world's less fortunate. But a handful of congressmen don't care for OPM's proposed design. They see in it a threat to vocal interest groups. The immediate result is an appropriations rider that for two years has manifestly resulted in a chaotic CFC riven with inefficiencies and dollars wasted on administrative idiocies that would be far better spent on the alleviation of suffering.

More recently, OPM has moved to consolidate into a single facility a patchwork quilt of decrepit training sites. The federal community, from top down, recognizes the need to revamp federal training, and the 4,000 mid- and upper-level managers who annually cycle through OPM's executive seminar centers are convinced of the need to rationalize the existing structure.

But the centers that currently do the training are located in particular congressional districts and represent an economic plus to those districts. No sooner did the consolidation plan near completion than a rider appeared on the appropriations bill attempting to prohibit OPM's plan.

The sponsor? A member whose district stood to lose a center.

These are not isolated examples, but merely episodes in a form of back-door legislating that has

The old rules are gone.

developed into the principal tactic of congressional obstructionism. As the issues are not earth-shaking, these ornaments on a spending bill achieve near veto-proof invulnerability.

The danger here is not in the particular cases, but in the trend

away from responsible legislative activity. All notions of accountability—the centerpiece of the Constitution's design—vanish when Congress employs its rider tactic. If either of these OPM efforts were introduced as a separate,

As the consolidation plan neared completion a rider appeared on the appropriations bill...

stand-alone bill, they simply would not survive close scrutiny on the merits. But tucked away as they are in small print, they pass almost unnoticed into law.

Those who hope for a new regulatory regime based on honest calculations of efficiency and productivity do not appear to have planned for this development. The old rules are gone. As the practice of replacing traditional legislation with resort to appropriations rider accelerates, so too will regulatory paralysis. Before deregulation becomes more than episodic in its implementation, Congress first will have to assess and hopefully more to control its addiction to shortcut legislation. ■

Hugh Hewitt is General Counsel and acting Deputy Director, OPM.

Book Review *Continued from Pg 31*

theorizing—that collective choice participants act out of self-interest. Of course, Kelman really is attacking a straw man.

Public-choice theorists, including Buchanan, Tullock and Tollison, do not assert that self interest is the only motive. But they recognize it is a motive (and abandon the previous paradigm whereby policy officials were assumed to be driven only by the pursuit of the "public interest"). Such recognition yields useful insights and testable hypotheses.

Later the author admonishes his readers not to conclude "there is no self interested behavior in government." And well he might, for otherwise he is placed in a box. How can he advocate more public

spiritedness, as a means of improving public policy, and at the same time declare there is no self-interested behavior on the part of government officials?

Moreover, his attack on public choice is totally inconsistent with the point he emphasizes earlier: "If I convey a single message in this chapter, I would like it to be that choices about institutional design do matter, and matter a great deal."

That, precisely, is one of the basic tenants of the public choice literature. Where Kelman and the public choice theorists depart is that he would seek to improve government performance by developing more public spirited-

ness on the part of its participants. Public choice theorists would design institutions to harness private interest in order to produce outcomes more favorable to the public at large.

There's much more information in this book, but more importantly, there's more to provoke thought. On both counts, it's worth reading. ■

Making Public Policy: A Hopeful View of American Government.
Steven Kelman.
(Basic Books, Inc., 296 pages.)

Miller is Director of the Office of Management and Budget.

FIRING EMPLOYEES:

'All Er Nothing' No Longer Applies

By Stephen L. Atlas

Rodgers and Hammerstein's classic *Oklahoma* song, "All Er Nothing," was an instant success, but in real life dramas federal managers are singing a different tune when it comes to rating employee performance.

Merit Systems Protection Board (MSPB) in *Johnson vs. Veterans Administration* ruled that supervisors need not review an employee's entire work record in order to justify terminating a poor performer.

Calling a 100 percent review policy unrealistic and demeaning to employees and managers, MSPB ruled such a policy would leave supervisors little time for other work.

The decision by the full board overruled an earlier call by MSPB Administrative Judge JoAnn Ruggiero. The administrative judge (AJ) found an employee was unjustly fired because her supervisor had not evaluated all her work during a specified performance improvement period (PIP).

The stage was set on December 3, 1985, when Ben Weisbroth, a veterans service officer at Veterans Administration's New York Regional Office, issued a notice of unacceptable performance to Diane Johnson, one of his benefit counselor employees.

Johnson had received a 13.5 percent error rate for April 1-October 31, 1985, based on cases randomly selected for review under VA's systematic quality control process (SQC). VA allows a maximum error rate of 10 percent.

In his warning, Weisbroth gave Johnson until March 3, 1986, to improve. But Johnson's performance only got worse. She made 10 errors out of 48 cases.

Like most supervisors, Weisbroth didn't want his employee to fail. He offered Johnson an hour

every day for remedial training. She refused the offer.

Confronted with her refusal to accept help, Weisbroth recommended firing Johnson. The following month the regional office director, after considering Johnson's response, upheld Weisbroth's decision.

The employee, represented by American Federation of Government Employees Local 1151, appealed to MSPB's New York Office.

The union attacked the 90-day improvement period as too short, claiming Johnson was given insufficient training. More important, it questioned the number of errors and the fairness of the agency's sampling method and maximum error rate.

AFGE advocated a graduated error rate standard, based on employees' grade levels and experience. Finally, the union claimed Johnson should have been reassigned to a suitable job rather than fired.

Judge Ruggiero disagreed with most of these claims. Johnson's only critical element ("Interviews—

Telephone/Personal") and her corresponding performance standard ("incumbent conducts telephone and personal interviews at rates specified in the 'quantity' and 'quality' components") were sufficiently specific and had been communicated to her. In addition, the AJ believed Johnson was given sufficient time for retraining and improving her performance.

However, Ruggiero delved into the calls Veterans Administration management made on specific errors by Johnson. She dismissed three errors as "minor" and two others for insufficient evidence, leaving only five errors. Of course, this critically affected management's case, lowering the number of errors to within reaching distance of an acceptable rating.

More important, she ruled that during a performance improvement period, employees must be evaluated on all their cases, not randomly selected ones. ("all or nothing"). This meant Johnson, who would have handled 1,140 cases within a given month, would be allowed 114 errors.



VA's Weisbroth

Ruling the agency's performance sampling approach was improper, and therefore the employee had not exceeded her error quota, the judge reversed VA's removal action.

OPM's Office of Employee and Labor Relations advises agency managers that when a sampling technique is used to evaluate an employee's performance the technique should be defensible (i.e.,

random) and produce a representative view of their work's accuracy level. The results can provide reliable justification for taking action based on unsatisfactory performance. ■

The Board noted that total review of an employee's work before firing would effectively make employee discipline impossible.

Weisbroth and VA District Counsel Stephen Kraut immediately appealed the decision to the full MSPB. They explained that reviewing all cases would be inefficient, a disservice to the nation's veterans and their dependents and a blow to supervisor morale.

The Board agreed.

MSPB reversed the AJ's ruling, saying the 100 percent review rule would burden a supervisor with monitoring all benefit counselors' telephone and personal interviews.

Such a policy, said the Board, also would stifle employee initiative and creativity, penalize those performing at fully successful or higher levels and hurt service to VA's clients.

The Board noted that requiring total review of an employee's work before firing her would effectively make employee discipline impossible—a situation at odds with the intent of the 1978 Civil Service Reform Act.

An agency, said MSPB, may use a sampling formula to evaluate an employee's work, even during an improvement period, provided the employee is notified of errors and shown how to correct mistakes.

MSPB also overruled the AJ's earlier decision that Johnson's error rate did not exceed 10 percent of sampled cases. Even five errors out of 48 cases reviewed exceeds VA's acceptable error rate. When three "minor" errors were added (the Board found that all work-related errors must be counted), the employee's error rate was 16.66 percent. VA's removal action was fully sustained.

Management Journalism Award To *Pentacle*

Publisher: U.S. Marshals Service

Joyce McDonald, Managing Editor, for Outstanding Work by a Government Publication

True Detective can't top the daring-do stories in the pages of *Pentacle*. The U.S. Marshals Service magazine is named after the agency's distinctive five point-star logo.

A recent issue tells of the capture of fugitives from a women's prison. One escapee was nabbed hiding under a bed holding a cocked .357 Magnum revolver. There also was a chilling warning from managers to marshals to be on the lookout for illegal "equalizer ring guns." They resemble a piece of jewelry but fire a .22 calibre long-rifle bullet.

Much thought has obviously gone into graphics. Stark blacks and whites alleviated only by an occasional touch of gray, emphasize the tone of the magazine's subject matter. Managers themselves write of grave concerns such as space crises in our nation's jails and drug trafficking.

Management Journalism Awards are presented to periodicals produced by federal, state or local government agencies featuring outstanding articles concerning managerial topics.

Book Review *Continued from Pg. 35*

either first-graders or participants in a Federal Executive Institute (FEI) seminar, are given the intellectual equivalent of predigested pabulum, with the unpleasant or offensive edited out or regulated to an inconspicuous footnote?

If Bloom's thesis is correct (and, as someone who spent over 10 years "professing" to American undergraduates, I believe it is), American society is in very serious trouble. That this book has become a number one best-seller, however, is encouraging. There is cause for guarded optimism and an opportunity to reawaken interest in our cultural heritage.

Federal managers can contribute to such an awakening in several ways. As hiring officials, they can resist tendencies to overvalue one applicant's technical credentials at the expense of another's true liberal arts education, unless there is a clear requirement to do so. They can resist the temptation to ascribe

Government's own managerial training could use some new direction.

equal value to college degrees from schools which give credit for "life experience" and, although accredited, are little more than diploma mills.

And they can demand that managerial and executive development programs—provided by their agencies and OPM's seminar centers and FEI—include consideration of basic philosophical issues. These programs should be asking (and answering) the one really tough question: What is right and how do I know it? ■

Closing of the American Mind.
Alan Bloom. (Simon and Schuster, 382 pages.)

Kiefer is a policy analyst at OPM.

Reactions... Rebuttals... Retorts



“Due to your gross age discrimination in *Management's* TOP 40 issue (Vol. 6, No. 2), I have no interest in renewing my subscription.”

Name Withheld, St. Louis, MO

“Quality management does not mean acquiring the ‘bright young employee’ (Top 40 young feds). There are plenty of employees today who were the ‘bright young employees’ yesterday. They have been subverted by a system in need of change. Many, if not most, federal agencies cannot even define performance in objective terms, let alone identify ‘performers.’”

R. E. Rieck Silver Spring, MD

“Congratulations on a superb job. *Management* is crisp, informative and pointed.”

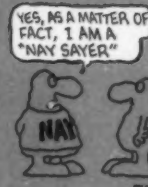
Thomas Fleming, Editor, Chronicles, A Magazine of American Culture

“Take a chance. In *Management* magazine, OPM Director Horner says the Reagan Administration wants federal managers to take ‘prudent’ risks to help the public, even if it means fouling-up sometimes. The Administration feels this approach is the only way for bringing new solutions to age-old bureaucratic problems.”

Weekly Federal Employees' News Digest

“It's great to have guys like you around publishing an elegant magazine like *Management*. We greatly appreciate all you're doing.”

George Goldberger, President, Citizens Against Government Waste



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66 I agree with many of Jim Colvard's remarks in the article 'Risktaking Personnelists' (Vol. 6, No. 3). Most important, the stigma that 'personnel management is based simply on common sense and anyone can do it' must be replaced by assertive and decisive personnel professionals. Government can change this mindset only by hiring personnel management specialists who have relevant academic and experiential qualifications—as do other professions. 77

Dr. Ron Gabriel, Washington DC

66 Some readers have lauded *Management* magazine for trying to move beyond the dull, gray world of journalism, for praising good performance, for holding up role models for the rest of the work force, and for trying to increase the prestige of Washington's managers. Others ridicule *Management* as propaganda. Added Timothy Clark, editor of *Government Executive*, a competing private-sector publication, 'The magazine does not appear to serve any serious purpose, but rather to be a matter of presenting ideology. Ronald Reagan does a very good job at this himself.'

(OPM's James Lafferty) defends *Management* strongly as one of the few ways the administration has to get its message across to the thousands of managers who must carry it out. Editors see themselves walking the fine line between being sprightly enough to attract readers while offering serious policy information. But it also has an advantage rare in the business world: the taxpayers foot the bill. 77

Judith Fleisemann, Washington Post

66 White House has sunk to new depths, a long time-conservative reader complains. Now it is instructing careerist 'conservative posers.' The item in question is a note in *Management* magazine (Vol. 6, No. 3) published by White House Office of Personnel Management. It advises recent purchasers of Adam Smith ties that 'a bit of Brillo rubbed lightly along the outer edges of a just-purchased accessory creates a lived-in look.' 77

John Elvin, "Inside the Beltway," Washington Times

JUST BECAUSE I TALK WITH SINCERITY, CONVICTION, AND ENTHUSIASM, DOESN'T MEAN THAT I KNOW WHAT I'M TALKING ABOUT!

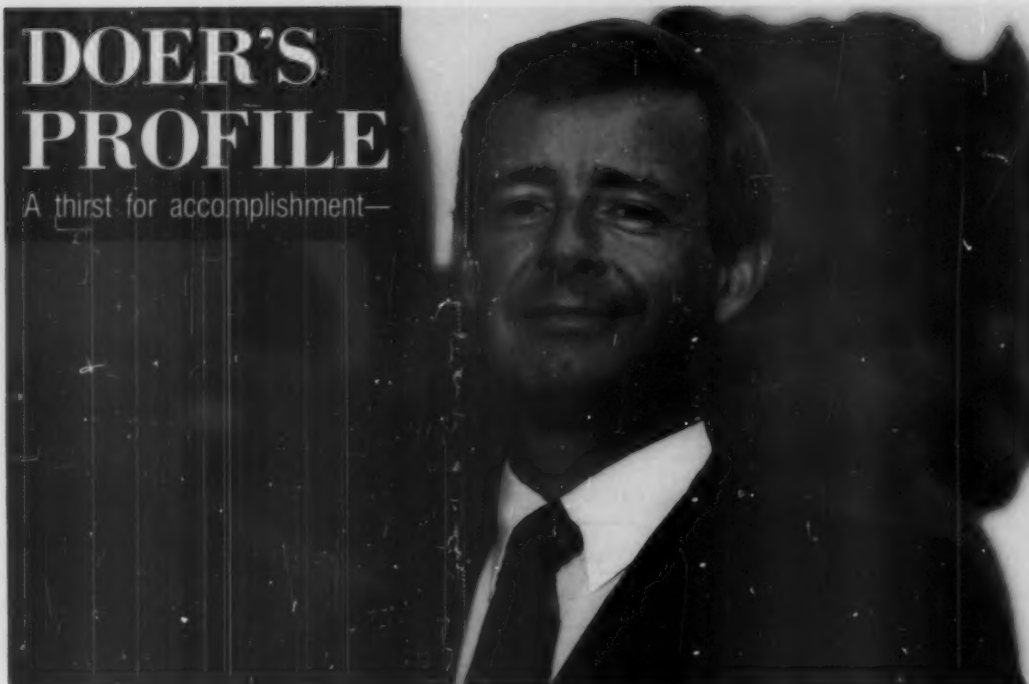


Was founder of western bureaucracy French Cardinal Richelieu (1585-1642) the first careerist poser to sport the Adam Smith neckware currently popular with the Reagan Administrator?—*Management*



DOER'S PROFILE

A thirst for accomplishment—



Dan Oliver

Chairman, Federal Trade Commission

"You could say I 'police' the world's most competitive consumer market. As a regulator, I focus on keeping the marketplace competitive and ensuring businesses do not engage in unfair or deceptive practices against consumers. The consumer is foremost in our actions. FTC will not bow to the business community.

"I have enacted a number of the Administration's suggestions to improve service to the public. Computer upgrades now enable us to process 2,000 Congressional inquiries annually and thousands more consumer complaints. Consumers always win when efficiency rules.

"Our aim is not to provide redress for consumers, but rather to lay out the puzzle's pieces for the Justice Department to solve. Our enforcement officers investigate fraudulent or deceptive ad campaigns which have the greatest damage potential for consumers. But we must refrain from 'chilling' legal activities which deprive consumers of free-market benefits.

"My philosophy for opposing a further ban on cigarette ads: While I don't promote smoking, advertisements do provide information on which brands of cigarettes are lower in tar and nicotine. Consumers have a right to know. If we want to go the prohibition route for tobacco products, Congress should make that decision and take the heat.

"One offshoot of our vastly improved economy is corporate takeovers. These dynamic re-adjustments signal our economic health. Referring to takeovers as 'hostile' is misguided. Hostility usually comes from corporate managers who fear losing their jobs.

"I'd like my legacy to read, 'Dan Oliver leaves behind a recognition that the primary restraint on competition is government itself. It produces special-interest legislation benefitting a few at the expense of the general consumer.' "

MANAGEMENT

